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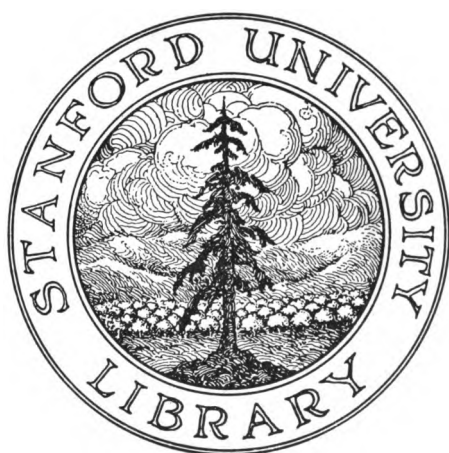
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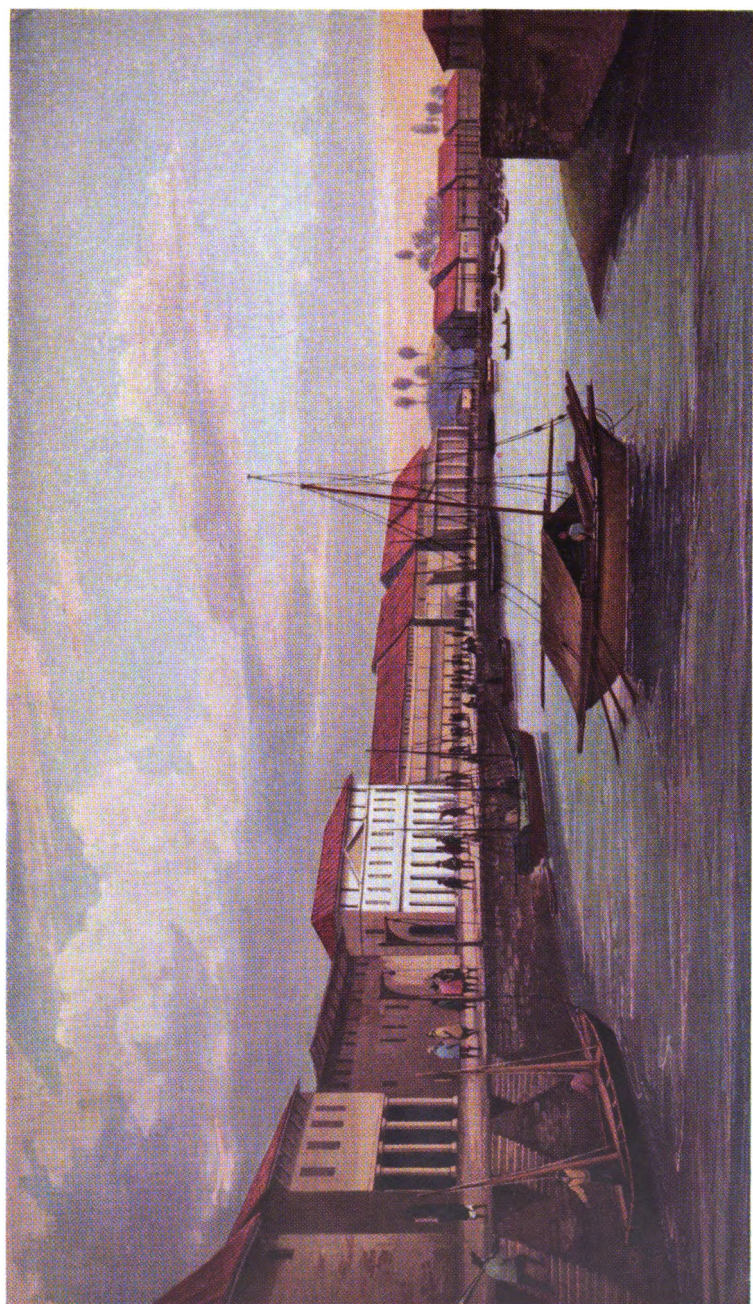


*Colony of Singapore
Annual Report 1954*





**COLONY OF SINGAPORE
ANNUAL REPORT 1954**



Raffles Museum

WAREHOUSES ON THE BANK OF THE SINGAPORE RIVER, 1830

Colony Annual



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GOVERNMENT PRINTING OFFICE, SINGAPORE



ON THE BANK OF THE SINGAPORE RIVER, 1830

Colony of Singapore *Annual Report 1954*



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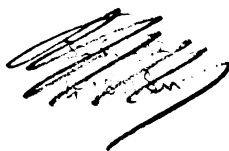
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MR. TAN BOON GUAN

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CHAPTER I

General Review

FOR THE first time in many years the Cocos-Keeling Islands, an outlying part of the Colony located in the Indian Ocean some 1,100 miles from Singapore, became a centre of world news when on 5th April, 1954 Her Majesty the Queen and His Royal Highness the Duke of Edinburgh visited them. Distance prevented Singapore itself from sharing in the occasion except through press and radio reports but Her Majesty was nonetheless given a royal welcome by the islanders on her informal and happy visit.

The main preoccupation during the year was with constitutional change and political advancement. The major event was the publication in February of the report of the Constitutional Commission set up by the Governor under the chairmanship of Sir George Rendel, K.C.M.G., and the subsequent acceptance of the report in all essentials. The new constitution provides for a substantial measure of self-government with a Legislative Assembly composed mainly of Members elected from a common Electoral Roll presided over by a Speaker. The Assembly will operate on a Party system and the Government will be formed by the Party, or coalition of Parties, holding the majority of seats. The Government will provide the membership of a Council of Ministers of nine, which will include three *ex officio* Ministers who will also be *ex officio* Members of the Assembly where they will automatically join the Government side. The Council of Ministers, over which the Governor will preside, will be responsible collectively to the Assembly for the policy and the administration of the Colony. Apart from certain reserve powers retained for the Governor in matters of external relations, defence and the public service, the Council of Ministers will have full responsibility.

A new electoral roll has been prepared by the automatic registration of all those shown from the records in the national registration office to be eligible. An elector must be a citizen of the United Kingdom and Colonies or must have been born in the Federation of Malaya or in

one of the British territories in Borneo, must be over 21 and resident in the Colony. There is no property, literacy or language qualification. The new electoral rolls were compiled during 1954 and the result is a total of nearly 300,000 registered voters. All are on a common roll with no distinction made between the different communities; it is estimated, however, that 60 per cent are Chinese, 21 per cent Malays, $11\frac{1}{2}$ per cent Indians and $7\frac{1}{2}$ per cent other races. Over half the population of 1,167,682 is under 21 and so not eligible for the vote.

The Constitutional Commission also recommended setting up a new local government authority, the City and Island Council, composed of a Mayor, Aldermen and 24 elected Councillors to replace the existing City Council and Rural Board. Legislation to bring this about will be the responsibility of the new Government in 1955.

These important changes have been generally welcomed in Singapore, though there has been some criticism of points of detail; there are those who would move further towards self-government just as there are others who think that the changes have gone too far. Towards the end of the year opposition developed to a recommendation of the Commission that English should continue to be the only official language and the only language of the new Legislative Assembly.

In readiness for the new constitution one of the oldest buildings in Singapore was renovated and remodelled with marked success for use as an Assembly House. It was opened on 9th July. The Assembly Chamber is modelled on that of the House of Commons with facing benches for the Government and the Opposition. A delegation from the United Kingdom Branch of the Commonwealth Parliamentary Association led by the Right Honourable Ralph Assheton, M.P., made a presentation for the new Chamber at the meeting of the Legislative Council held on 17th August.

Much work was done during the year in preparing for the new constitution. Appropriate departments were grouped together to form the portfolios of the new Ministries and decentralized from the traditional central Secretariat under the Colonial Secretary. New legislation was prepared and some was enacted before the end of the year; office procedures were overhauled for the new system. Mr. G. E. N. Oehlers, O.B.E. was selected by the Governor for appointment as Speaker of the new Legislative Assembly and at the end of the year was in London gaining experience from the House of Commons.

Against this background of political activity the revenue of the Colony Government was \$207 millions against \$239 millions in 1953, when there were exceptionally high income tax receipts, including \$16 millions collected on behalf of the Federation Government. Expenditure rose to \$249 millions against \$170 millions but this

included a sum of \$36 millions paid in final settlement of claims on the assets of the former Straits Settlements, and \$14 millions as the first payment towards the purchase of the Colony's telephone company. At the end of the year reserves amounted to \$290 millions, made up of Development Fund \$52 millions, Special Reserve Fund \$106 millions and General Revenue Balance \$132 millions; but of these reserves just over \$101 millions were invested in long term loans to the Singapore Improvement Trust and other bodies. Development plans for the five years 1955-59 propose capital expenditure on Government schemes of more than \$150 millions and there is a commitment to provide further large sums as loans to the Singapore Improvement Trust. Recurring expenditure will, of course, increase rapidly as development plans are completed so that expenditure in 1959 will be at least \$40 millions more than in 1955. It is clearly essential that the Colony's prosperity should be maintained, even improved, if this bill is to be met. Singapore has no natural resources to sell in the world's markets; the national income depends on attracting trade and providing efficient services to commerce at competitive rates, and developing local industries that can win markets for their products. There are obvious difficulties in raising taxes or in any way undermining confidence in the economic or political stability of the Colony.

The Colony's position as a centre of world trade continued to be its main source of wealth. The value of overseas imports and exports was \$4,506 millions (£526 millions) in 1954 compared with \$4,441 millions the previous year. In addition trade with the Federation of Malaya contributed a further \$1,099 millions. The year started cautiously: rubber and tin prices had fallen and there were increasing difficulties over the traditional entrepôt trade with Indonesia. In the latter half of the year, however, the price of rubber rose to nearly \$1 a pound and the price of tin after rising to \$384 a picul in July was \$340 a picul in December as compared with \$317 at the end of 1953. There was an expansion in the volume of currency in circulation in the area covered by the Malaya/Borneo currency from \$741 millions on 31st December, 1953 to \$779 millions on 31st December, 1954. Restrictions on trade imposed by neighbouring countries continued to make conditions difficult, particularly for Singapore rubber mills which were no longer able to obtain their raw material from Indonesia. Labour employed in the milling industry had to be discharged or put on to short time. While there was still a shortage of skilled labour, there was a surplus of unskilled and semi-skilled labour. It is evident that the Colony will have to expand its economy if full employment is to be found for the rapidly increasing population.

The vexed question of salaries and allowances for the Civil Service, which had been the subject of a succession of prolonged negotiations, committees and revisions since the war, was at last settled, it is hoped finally, during the year. A new salary structure consisting of basic salary plus a single variable allowance was introduced for the whole service in March. The Malayan Establishment, which had comprised all officers recruited from overseas for service in both Singapore and the Federation of Malaya, was abolished and the officers distributed to the separate establishments of Singapore and the Federation. In August a Singapore Civil Service Joint Council on the lines of Whitley Councils in the United Kingdom was formally constituted. By the end of the year much useful work had been done by the various committees of the Joint Council, and an atmosphere of mutual respect, confidence and goodwill was developing.

For yet another year the Police Force continued its fight against Communism. The first half of the year saw several assassinations and attempted assassinations by the Malayan Communist Party, including the treacherous murder of two Harbour Board police constables. In the latter half of the year there was no open act of violence and the Party appeared to be concentrating on secret organization and subversion. The Police had some significant successes in ferreting out and breaking up sections of the Party's organization, but against this must be set the success of the Party in penetrating Chinese schools.

Half the school population attend Chinese schools which are largely financed and entirely managed by the enterprise of the Chinese section of the community. Discipline in these schools has never been good and the Malayan Communist Party has exploited these conditions to the full, with great skill. An incident on 13th May, when a public gathering of Chinese students refused to disperse when so ordered and had to be dispersed by the Police, was represented as an attack upon Chinese education and the freedom of students. A critical press and support from left wing elements gave impetus to building up a student movement. Students took possession of two large Chinese schools for several days and nights and defied all efforts by parents and school authorities to persuade them to go home. Communist slogans and tactics were employed by the student leaders, many of whom were over 20 years of age. Public attention was focussed on these incidents and on the subsequent prosecution of students for obstructing the Police. All efforts by the Government to assist the school authorities to regain control of their schools were misrepresented as attacks upon Chinese education.

By the end of the year the Police were able to produce clear evidence of the existence of Communist cells in Chinese schools, and there were

welcome signs that the general public were beginning to appreciate the danger of a subversive student movement in Chinese schools.

In order to enable the Chinese schools to raise their standards and in particular to improve their teaching of English, the Government doubled the grants-in-aid to Chinese schools at the beginning of the year. Towards the end of the year the Chinese schools were offered grants-in-aid at the rates paid to other aided schools which are sufficient to cover their entire running costs less the nominal fees paid by secondary school students. By the end of the year forty-nine schools had accepted this offer.

Meanwhile the construction and staffing of new Government schools in accordance with the education development plan proceeded satisfactorily. Seven new primary schools and two secondary schools were completed during the year; and by the end of the year work had started on a further thirty-one primary schools, a new Teachers' Training College and a new technical school. Legislation was passed to enable a start to be made in establishing a Polytechnic College. Agreement was reached with the Government of the Federation of Malaya on the future development of the University of Malaya and funds were guaranteed. The Chinese community launched a project to establish a second university to be called the Nanyang University. Substantial funds were collected, a site chosen and building begun.

Steady progress was also made with the medical plan. Between the end of the war and 31st December, 1954 new buildings costing over \$5 millions were erected and, what was more difficult, over 100 doctors and over 1,000 nurses were recruited and in many cases trained. In addition at the end of 1954 new buildings valued at \$7½ millions were under construction and plans had been made for further capital works costing over \$15 millions.

The building of houses continued apace despite heavy flooding in October and December. No less than 5,000 houses and flats were built during the year; it is estimated that they will house about 25,000 people. But since the population increased during the year by about 44,000, this rate of building is clearly not enough. The Singapore Improvement Trust built 1,872 housing units, the Government, the City Council and the Harbour Board over 900 and private builders over 2,500. From 1948 to the end of the year the Singapore Improvement Trust had been granted a total of \$92.9 millions in low interest loans; a further \$120 millions are envisaged for the next five-year programme, working up to a target of 5,000 housing units a year in 1959.

Part-time compulsory National Service was successfully introduced during the year. Registration of the three age groups 18, 19 and 20 was completed in April; the 19 year old age group was selected for

service and 400 were called up in June for enrolment in the Singapore Military Forces and 600 for enrolment in the Civil Defence Corps. These recruits proved to be keen, quick to learn and interested in their duties. Though there was some opposition stirred up amongst the students of Chinese schools, only three out of the 1,000 called up for military service failed to comply with their call-up notice. Once called up these young men soon developed a most encouraging enthusiasm and *esprit de corps*. The Local Defence Forces number about 3,000 men and there is an equal number in the Civil Defence services. Most of these men and women are volunteers; their hard work and enthusiasm were largely responsible for the successful training of the National Service recruits.

In all these activities there was steady progress. There were also less satisfactory features of the year. A long period of unusually heavy rain at the end of the year caused serious floods in parts of the city and its suburbs. The immediate cause of the flooding was torrential rain coinciding with spring tides which prevented the flood waters running away to the sea. The floods subsided almost as rapidly as they rose, but nevertheless much hardship was caused to those living in the affected areas. In December nearly 5,000 people were driven from their homes and had to be given temporary shelter. Similar numbers were affected in October. Relief measures were rapidly and efficiently organized by the Police and the Social Welfare Department. A Singapore Flood Relief Fund was opened by the *Straits Times* in December and collected \$278,000. The Government contributed \$50,000 to this Fund, and in addition spent \$381,000 in relief and in the issue of seeds, fertilisers and livestock to enable farmers to recover from their losses. The Chinese Chamber of Commerce and three other daily newspapers also raised funds. Rice was given free by the Governments of Burma and Thailand.

Though labour relations were generally good throughout the year, the 10,000 daily paid labourers of the City Council came out on strike in the middle of the year. The main issue was a claim for backdating the award of higher rates of pay following the revision of the Government pay scales. The dispute was settled and the men returned to work on 1st August. Some inconvenience was caused to the public, but essential services were maintained, and the strike was orderly.

Kallang Airport was the scene of a shocking disaster on 13th March when a Constellation air liner crashed on landing with the loss of thirty-three lives. A public enquiry was held which lasted over ten weeks. The cause of the accident was there found to be an error of the pilot, but severe criticism was made of the fire fighting arrangements at the airport. Steps have since been taken to remedy the shortcomings.

At the end of the year, on 25th December, a 6,000 ton ship, the *Lexa Maersk* caught fire in the Outer Roads of the harbour. The fire could not be brought under control, and the ship had to be beached and allowed to burn out.

The coming year will bring a major constitutional change from a Colonial government of officials to an elected Council of Ministers with a very substantial measure of self-government. The new government will take over a Colony that proudly claims the highest standard of living in the East, has well developed health and education services and public utilities, an efficient public service and sound finances and substantial reserves. But the new government will also have to tackle grave problems: a population increasing by 40 or 50 thousand a year, needing more schools, more hospitals and above all employment. A mixed community largely made up of immigrant races has to be welded into a national unit with a true loyalty to Singapore and to Malaya as a whole, and the secret subversion of the Malayan Communist Party must be rooted out of its hidden cells. The new era presents a challenge to the people of Singapore and to those they elect to govern them.

CHAPTER II

Population

THE MID-1954 population of the Colony of Singapore was estimated at 1,167,682 excluding armed forces and travellers in transit. The population is continuing to grow rapidly.

DISTRIBUTION OF POPULATION

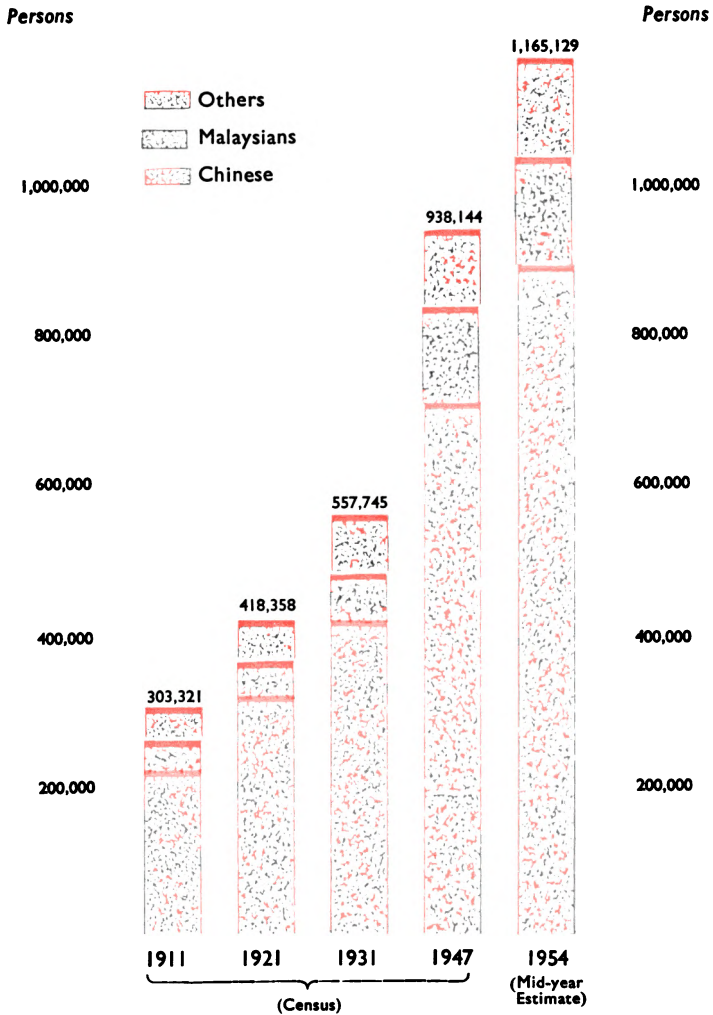
Mid-1954

			<i>Singapore City</i>	<i>Singapore rural and islets</i>	<i>Christmas Island</i>	<i>Cocos- Keeling Island</i>	<i>Totals</i>
Chinese .. ..	..	..	646,589	244,961	1,435	19	893,004
Malaysians ..	..	..	88,612	54,231	396	446	143,685
Indians and Pakistanis	..	..	65,151	25,861	9	8	91,029
Europeans ..	..	..	11,045	6,077	89	130	17,341
Eurasians ..	..	..	9,642	1,760	..	..	11,402
Others .. ..	..	..	9,576	1,624	..	21	11,221
Totals ..	..	..	830,615	334,514	1,929	624	1,167,682

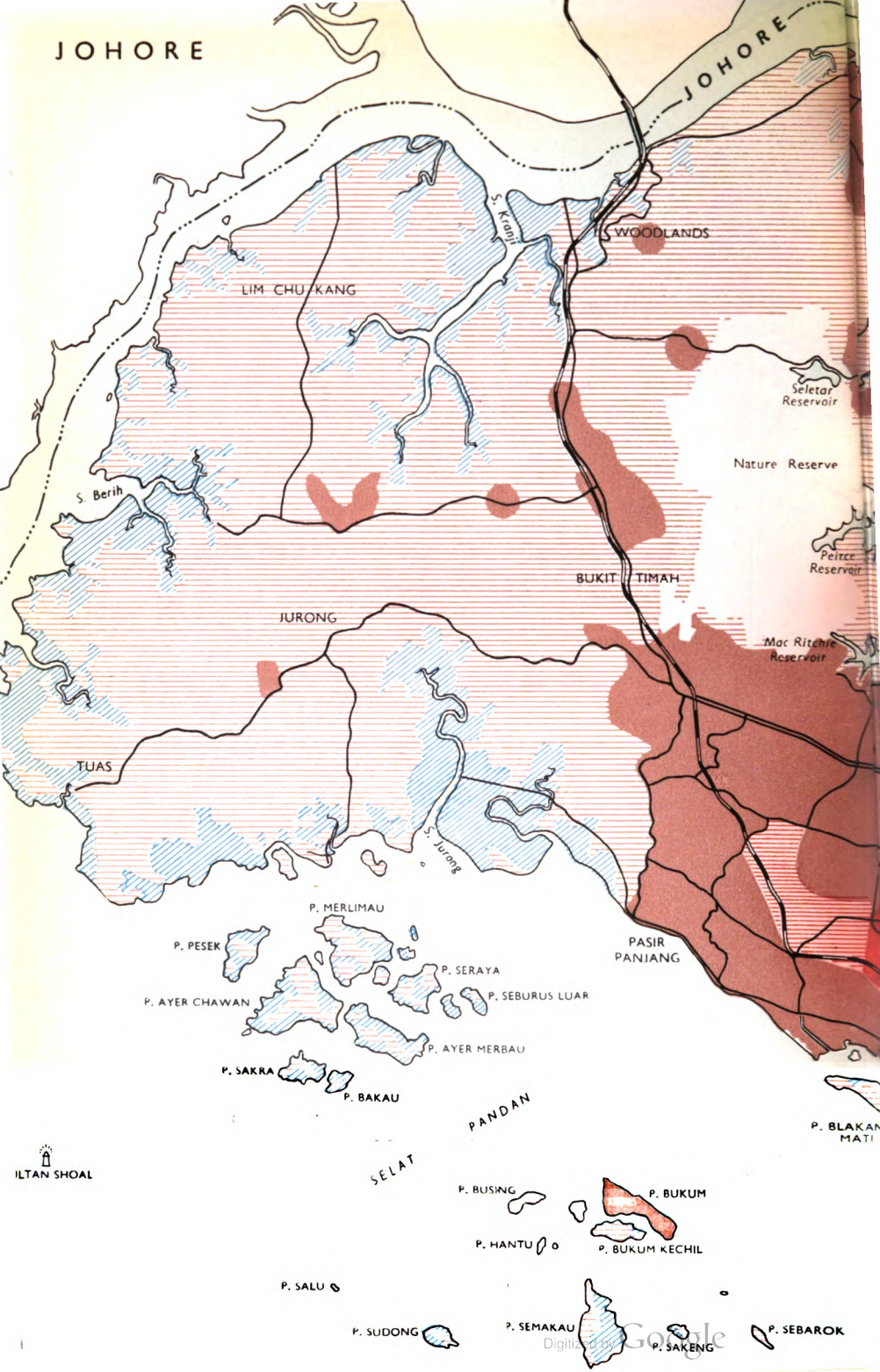
The figures must be treated with some reserve. The last population census was in 1947 and the estimates for 1954 are made by allowing for births, deaths and migration since that census. Birth and death registrations are fairly complete, but the migrational surplus can be stated with accuracy only in respect of the whole of Malaya since there is no passport check on people passing between Singapore and the Federation of Malaya. In making estimates of population it is therefore necessary for the Registrar of Malayan Statistics to apportion migrational surpluses to the two territories in proportion to their populations. It is however believed that within Malaya the general direction of migration has been from the Federation into Singapore. In 1954, 17,300 persons over the age of 12 from the Federation applied

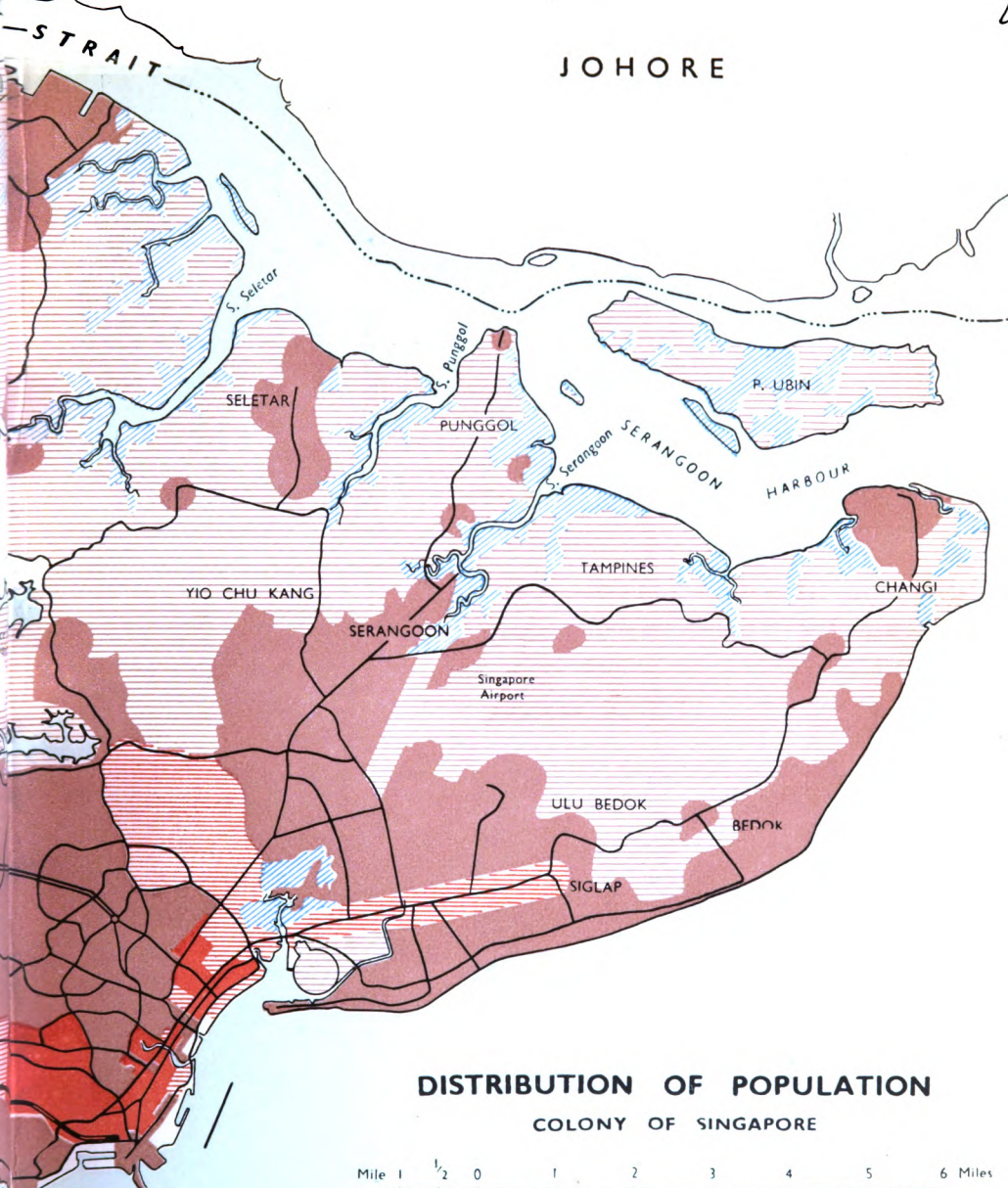
POPULATION GROWTH

(Excluding Christmas and Cocos-Keeling Islands)



JOHORE





DISTRIBUTION OF POPULATION **COLONY OF SINGAPORE**

Mile 1 1/2 0 1 2 3 4 5 6 Miles

POPULATION DENSITY IN PERSONS PER ACRE

0 — 10

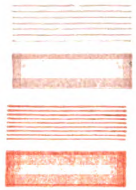
10 — 100

100 — 200

200 and Above

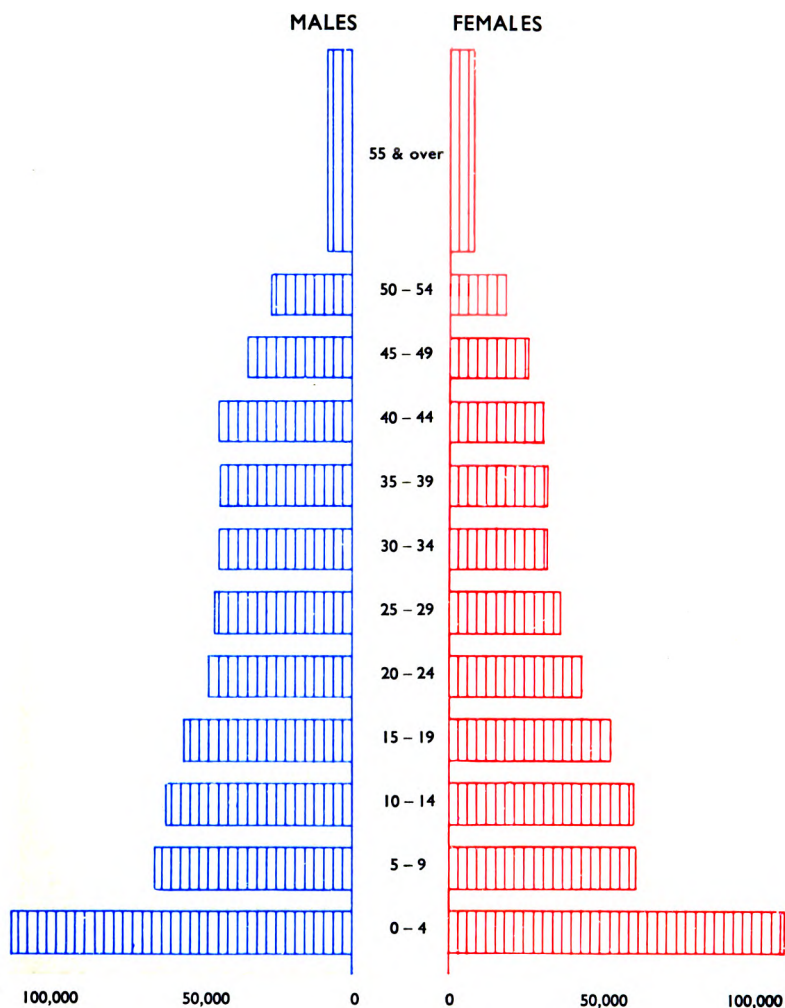
Marshes and Swamps

Roads, Railway



1954 AGE DISTRIBUTION

(Excluding Christmas and Cocos-Keeling Islands)



for National Registration Identity Cards in Singapore while 12,600 from Singapore applied for cards in the Federation. The figures in this chapter are therefore probably slightly underestimated.

LANGUAGES

The distribution of the population to languages and dialects has not been accurately enumerated since the last census in 1947 and the table below is based on the proportions then existing.

LANGUAGES SPOKEN					
(in round figures)					
<i>Chinese languages</i>		<i>Malaysian languages</i>		<i>Indian languages</i>	
Hokkien	.. 341,000	Peninsular		Tamil	.. 53,300*
Teochew	.. 185,300	Malay	.. 86,000	Malayalam	.. 12,300
Cantonese and		Javanese		Other South	
Kwongsai	.. 186,000	languages	.. 29,400	Indian	.. 5,700
Hainanese	.. 62,400	Boyaneese	.. 18,300	Punjabi	.. 7,300
Hakka	.. 47,200	Others	.. 4,000	Other North	
Others	.. 38,600			Indian	.. 8,600
	<hr/> 860,500		<hr/> 137,700		<hr/> 87,200

* This figure does not include a small number of Ceylon Tamils included in the first table above in the row for 'Others'.

The Europeans and Eurasians mentioned in the first table above are almost entirely English speaking. The 'Others' mentioned in that table include those who speak Sinhalese, Arabic, Siamese and other Asian and Oceanic tongues. The cosmopolitan nature of the Colony is such that few European or Oriental languages are completely unrepresented.

RELIGIONS

A precise enumeration of religions has not been made and, indeed, is scarcely possible. The Malaysians are almost without exception Muslim. The Europeans and Eurasians are almost without exception Christian. About 3 per cent of the Chinese are Christian and the remainder are sometimes referred to as professing the national religion of China. They include Buddhists and an indeterminate number who are variously described as Taoist and Confucianist. It is not possible to make any simple distinction between the various Chinese religions. Of the Indian community about 70 per cent are Hindu, 20 per cent Muslim, 5 per cent Christian and 2 per cent Sikh. There are a few Jews, Parsees and others.

BIRTHS

The registration of births in Singapore is compulsory and may be effected at a number of registration centres established for the purpose or at any Police Station outside the City limits. There is a greater incentive for people to register the births of their children since the possession of a birth certificate has come to be appreciated in connection with entry into Government schools, passport formalities and so forth.

BIRTHS AND BIRTH RATES

(excluding Christmas and Cocos-Keeling Islands)

			1947		1952		1953		1954	
			<i>Births registered</i>	<i>Crude birth rate</i>	<i>Births registered</i>	<i>Crude birth rate</i>	<i>Births registered</i>	<i>Crude birth rate</i>	<i>Births registered</i>	<i>Crude birth rate</i>
Chinese	..	..	33,629	46.10	39,088	47.09	41,653	48.48	42,780	47.98
Malaysians	..	..	5,473	48.09	6,858	52.09	7,276	53.15	8,143	57.01
Indians and Pakistanis	..	..	3,087	44.76	3,672	45.84	3,956	45.36	4,230	46.48
Europeans	..	..	312	33.62	757	51.97	853	53.95	889	51.92
Eurasians	..	..	359	39.41	359	33.18	325	29.20	334	29.29
Others	..	..	185	24.63	462	46.52	499	47.37	555	49.55
Totals			43,045	45.88	51,196	47.53	54,562	48.68	56,931	48.86
Males	..	..	22,152	..	26,342	..	28,179	..	29,514	..
Females	..	..	20,893	..	24,854	..	26,383	..	27,416	..
Totals			43,045	..	51,196	..	54,562	..	56,931 *	..

* Includes one of unknown sex (Chinese).

The crude birth rate is the number of live births per 1,000 estimated mid-year population. During the year there were 44 male and 49 female births on Christmas Island.

The relatively small proportion of females in the population a few decades ago has been largely rectified by immigration and natural increase. The result is reflected in the increasing number of births and the increased birth rate. The number of births, 56,931, again increased on last year's record figure of 54,562. Most of the population is young; over half are under 21. With a young and virile population rapidly reaching maturity there will be a cumulative effect upon the birth rate, and the phenomenal increase will continue.

The comparatively high birth rate is accompanied by a high survival rate which is mainly the result of improved medical services which have made Singapore an exceptionally healthy place by tropical standards. The growth of Western medical techniques before, during and after child birth and their increasing popularity have also contributed to the high survival rate.

BIRTHS BY MOTHERS' AGES, 1954

(excluding Christmas and Cocos-Keeling Islands)

Mother's age in years	Euro- peans		Eura- sians		Chinese		Malay- sians		Indians and Pakistanis		Others		Total	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
12					2	..	..	1	..	..	..	..	2	1
13			1	..	1	2	..	2	3	1	..	..	4	6
14 .. .. .			..	..	1	4	1	11	13	13	14	..	28	29
15	1	..	1	..	16	15	41	52	19	21	..	..	78	88
16 .. .. .	..	..	..	..	76	71	134	119	40	47	4	..	254	238
17 .. .. .	..	1	..	1	192	177	169	195	71	80	3	11	437	465
18	4	2	6	2	493	453	364	330	99	121	12	11	978	919
19	5	3	6	9	669	618	295	263	99	92	10	13	1,084	998
20	11	13	10	8	998	875	348	365	122	136	18	15	1,507	1,412
21	18	17	9	11	1,079	1,033	269	265	115	135	10	15	1,500	1,476
22	22	33	15	11	1,445	1,223	269	251	146	118	22	14	1,919	1,650
23	20	35	17	14	1,382	1,265	253	226	122	119	19	20	1,813	1,679
24	50	30	12	11	1,500	1,438	274	223	132	133	21	21	1,989	1,856
25	34	25	10	15	1,473	1,269	326	330	115	125	17	20	1,975	1,784
26	30	38	6	8	1,422	1,340	193	206	105	91	20	17	1,776	1,700
27	30	26	7	11	1,282	1,108	185	152	84	82	10	12	1,598	1,391
28	23	30	14	18	1,131	1,013	240	230	95	81	7	8	1,510	1,380
29	23	17	15	12	909	886	112	113	62	56	11	13	1,132	1,097
30	21	26	10	5	1,033	945	226	227	88	76	18	8	1,396	1,287
31	20	20	6	13	813	754	95	77	51	41	12	3	997	908
32	23	17	8	8	833	797	116	95	51	53	4	10	1,035	980
33	16	19	5	5	704	672	72	68	36	42	4	4	837	810
34	14	18	5	8	758	678	64	46	38	35	5	6	884	791
35	11	11	5	7	689	589	120	98	48	41	5	7	878	753
36	12	11	4	2	619	638	64	60	22	33	3	1	724	745
37	9	2	4	2	572	513	36	27	12	11	5	4	638	559
38	8	7	2	1	549	530	41	37	18	13	1	3	619	591
39	7	7	..	2	456	412	27	18	11	12	2	..	503	451
40	7	3	1	2	392	382	40	39	16	11	1	1	457	438
41	2	4	..	1	283	274	13	20	6	3	1	..	305	302
42 .. .. .	..	2	1	..	238	251	11	10	3	5	..	1	253	269
43 .. .. .	..	1	..	..	172	141	7	2	3	1	..	1	182	146
44 .. .. .	..	..	..	..	103	82	1	3	2	4	..	..	106	89
45 .. .. .	..	..	2	..	49	59	1	5	..	3	1	..	53	67
Over 45	..	..	..	..	60	50	3	10	..	1	..	..	63	61
Unknown	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Totals ..	422	418	182	190	22,397	20,554	4,420	4,178	1,847	1,837	246	239	29,514	27,416

Above table does not include one Chinese child of unknown sex.
 Births shown in the above table are classified by mother's racial group.

MARRIAGE

Many forms of Christian and Muslim marriage are expressly provided for in the statute law of the Colony and marriages between parties of any creed may be solemnized under the Civil Marriage Ordinance by the Registrar of Marriages. Marriages according to customary rites, though recognized in the Courts, are not registered. No complete figures for marriages are therefore available.

REGISTRY OF MARRIAGES

(Civil marriages registered)

			1947	1950	1953	1954
Chinese	..	..	292	573	1,072	1,152
Malaysians	..	..	—	—	—	—
Indians	..	..	43	40	65	96
Europeans	..	..	86	117	91	76
Others	..	..	64	60	52	57
			—	—	—	—
Total	..		485	790	1,280	1,381
			—	—	—	—

Civil marriages and, save in exceptional circumstances, Christian marriages are invalid if either of the parties is under the age of 16 years.

There has been a movement amongst Malay women against polygamy. Islam permits a Muslim to marry up to four wives at a time provided certain conditions are fulfilled. In practice monogamy is usual. There is also a movement to provide for Hindu marriages by statute. Amongst the non-Christian Chinese many forms of marriage are recognized by custom and secondary wives are allowed. In the law of the Colony they and their children have the same property rights as first wives and their children.

DEATHS

The registration of deaths is compulsory and Coroners' enquiries are required whenever a suspicion arises that a death has not been due to natural causes (see Chapter XIII).

DEATHS BY AGE, 1954

(excluding Christmas and Cocos-Keeling Islands)

Age at death	Europeans				Chinese		Malay- sians		Indians and Pakistanis		Others		Total	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Under 1 ..	10	9	5	7	1,126	876	508	360	148	109	15	19	1,812	1,380
1 ..	..	..	1	..	205	219	84	73	18	14	..	1	308	307
2 ..	..	..	2	..	97	121	34	41	10	7	..	1	143	170
3 ..	..	1	..	..	65	68	12	15	6	4	..	..	84	87
4 ..	..	..	..	..	53	46	11	11	2	9	..	..	66	66
5 - 9 ..	..	..	1	1	88	83	18	23	9	9	..	..	116	116
10 - 14 ..	..	..	1	..	53	35	10	6	2	2	..	..	66	43
15 - 19 ..	2	..	..	..	65	54	13	19	5	2	..	..	85	75
20 - 24 ..	6	3	1	3	84	47	17	31	18	8	5	..	131	92
25 - 29 ..	8	..	1	..	83	64	23	30	20	3	4	3	139	100
30 - 34 ..	8	..	1	..	98	63	19	41	32	9	2	..	160	113
35 - 39 ..	4	..	4	..	121	82	27	29	38	8	1	1	195	120
40 - 44 ..	4	4	2	3	224	129	28	34	44	11	3	..	305	181
45 - 49 ..	7	1	4	3	268	167	44	24	55	13	3	2	381	210
50 - 54 ..	8	1	5	3	405	169	31	25	45	10	4	..	498	208
55 - 59 ..	3	1	6	1	383	161	51	32	35	3	5	1	483	199
60 - 64 ..	8	1	6	7	396	198	38	23	26	8	5	1	479	238
65 - 69 ..	3	3	6	4	307	193	30	21	19	8	1	2	366	231
70 - 74 ..	4	..	4	3	218	146	12	18	13	4	4	2	255	173
75 - 79 ..	2	2	2	2	101	140	14	15	9	3	..	..	128	162
80 - 84 ..	2	1	1	2	38	117	6	6	1	1	..	1	48	128
85 years and over	1	..	..	2	19	73	11	14	..	5	..	2	31	96
Unknown ..	..	..	..	..	3	1	..	..	..	..	3	2	6	3
Totals ..	81	26	53	41	4,500	3,252	1,041	891	555	250	55	38	6,285	4,498

Above table does not include 7 deaths of unknown sex (1 Malaysian, 6 others).

The crude death rate of 9.26 for 1954 was lower than ever before. The progressive reduction over the years in the average age of the population is not the only factor contributing to the decline in the death rate. Other factors are to be found in the stringent public health measures which have been enforced, the increasing popularity of Western medicine and better general standards of living and especially of housing (see Chapters VIII and X).

Infant mortality and maternal mortality are discussed in Chapter X.

DEATHS AND DEATH RATES

	1947		1952		1953		1954	
	Deaths registered	Crude death rate	Deaths registered	Crude death rate	Deaths registered	Crude death rate	Deaths registered	Crude death rate
Chinese	9,368	12.84	9,050	10.90	8,484	9.87	7,752	8.69
Malaysians	2,029	17.83	1,922	14.60	1,984	14.49	1,933	13.53
Indians and Pakistanis	878	12.73	798	9.96	814	9.33	805	8.84
Europeans	74	7.97	103	7.07	92	5.82	107	6.25
Eurasians	84	9.22	85	7.86	82	7.37	94	8.24
Others	78	10.38	102	10.27	100	9.49	99	8.84
Totals	12,511	13.34	12,060	11.20	11,556	10.31	10,790	9.26
Males	7,428	..	7,033	..	6,625	..	6,285	..
Females	5,081	..	5,027	..	4,931	..	4,498	..
Totals	12,511*	..	12,060	..	11,556	..	10,790†	..

* Includes two of unknown sex.

† Includes seven of unknown sex.

The crude death rate is the number of deaths per 1,000 estimated mid-year population. During the year there were 7 male and 4 female deaths on Christmas Island.

MIGRATION

Singapore and the Federation of Malaya have long formed a single immigration unit, although both territories have their own separate Immigration Departments. Movement between the two territories is unrestricted, and permission to enter one territory includes permission to enter the other.

Until 1933 the prime need of Malaya as a whole was for labour to develop its rubber and tin industries. Accordingly little restriction was placed on the entry of aliens who came and went in response to the fluctuations of local economic prosperity. Undesirables and potential destitutes alone were excluded. The majority of immigrants were adult males not accompanied by their wives and children.

The slump period of 1928 to 1933 saw many of these immigrants out of work without the money for their homeward passages. The Malayan Governments became involved in enormous expenditure on relief work and repatriation, and as a safeguard for the future instituted a quota system for the entry of aliens. The quota was varied from time to time to suit changing circumstances, but was never really effective as a means of letting in only those immigrants wanted by Malaya and in any case allowed a net gain of 648,000 persons in the period 1934 to 1938. These were mostly males except in the last year or so when the Sino-Japanese war sent a flood of wives and children and a large number of unmarried women to join their relatives in Malaya. During the Japanese occupation many labourers and others were compulsorily transported from Malaya.

After 1946 it became increasingly necessary to introduce selective immigration and to restrict entry to those who could contribute to the

development of the country. To achieve this, new immigration legislation came into force on 1st August, 1953, both in the Colony and in the Federation. Under this legislation British subjects born or ordinarily resident in Malaya, Federal citizens and certain others have an unrestricted right of entry, but the entry of all newcomers to the territory (other than on visits) is prohibited unless they fall within one or other of the categories mentioned in the Immigration (Prohibition of Entry) Order, which, broadly speaking, admits only those who can contribute to the commerce and industry of the Colony and those who can provide specialized services not at present available locally in sufficient quantity.

The year 1954 has seen the first full year's working of this new legislation, and although comparative figures for earlier years are not available for all categories of immigrants, there is no doubt that the result generally has been a far more effective control over persons wishing to enter the Colony. In this period approximately 400 persons whose services have been required by commerce and industry have been admitted, while over 170 specialists of various categories have also entered. One effect has been to reduce substantially the number of new male Indian immigrants who used previously to come to Singapore in large numbers to work as clerks, shop assistants and labourers, but who can with few exceptions now be found locally. However, the wives and children of Chinese resident in the Colony have continued to arrive from China in large numbers, more than 3,000 persons in these categories having been admitted during the year. Whilst their entry is permitted under the new legislation and is no doubt desirable from eugenic and other points of view, their arrival aggravates the Colony's serious problems of overcrowding and strains still further the social services being provided.

The table below shows the main movements which have taken place, there being a total-migrational deficit for Singapore of 1,864.

MIGRATION, 1954

	Arrivals Pan-Malayan		Departures Pan-Malayan		Migrational Surplus (+) or Deficit (-) Pan-Malayan		Estimated Migrational Surplus (+) or Deficit (-) for Singapore	
	Male	Female	Male	Female	Male	Female	Male	Female
Chinese	43,052	19,631	51,179	16,709	- 8,127	+ 2,922	- 2,284	+ 853
Malaysians	69,481	62,421	75,695	69,082	- 6,214	- 6,661	- 311	- 286
Indians and Pakistanis	33,404	7,108	38,046	6,835	- 4,642	+ 273	- 636	+ 23
Europeans	27,255	13,871	27,466	12,728	- 211	+ 1,143	- 108	+ 616
Eurasians	229	181	204	150	+ 25	+ 31	+ 12	+ 15
Others	12,834	6,639	11,525	6,409	+ 1,309	+ 230	+ 206	+ 36
Totals ..	186,255	109,851	204,115	111,913	- 17,860	- 2,062	- 3,121	+ 1,257

Of all the arrivals 95,805 took place through Singapore and of all the departures 108,238 took place through Singapore.

The Marine Police and the Customs Department employ their launches and other facilities to prevent clandestine immigration from the neighbouring territories whose populations exert a great pressure and tend to be attracted by living conditions in Singapore. In addition a national registration system was introduced in 1948 as an emergency measure. Every person over the age of twelve is required to obtain an Identity Card unless his stay in Singapore is for less than thirty days. The issue of cards is linked to the immigration control system. The Commissioner of National Registration issued some 50,000 new cards in 1954 and a further 52,000 to replace lost or defaced cards. The Electoral Register for the first general election under the new constitution was prepared from information available in the National Registration Office. As in most other countries aliens who are resident in the Colony are required to register their names, addresses and other particulars. Chinese and Indonesians are not required to register but the nationals of other countries must report to the Registrar of Aliens after fourteen days' stay. In 1954 a total of 1,311 new persons were registered and at the end of the year there were 2,048 aliens of 44 nationalities remaining on the books as resident for over one month. Hotels and lodging houses are required to keep registers of arrivals and departures.

As a result of increasing restrictions on the entry of aliens since the early 1930's the population has become more settled and its second and subsequent generations have been born in Malaya, and are therefore British subjects.

PERCENTAGE OF LOCALLY BORN IN THE TOTAL POPULATION

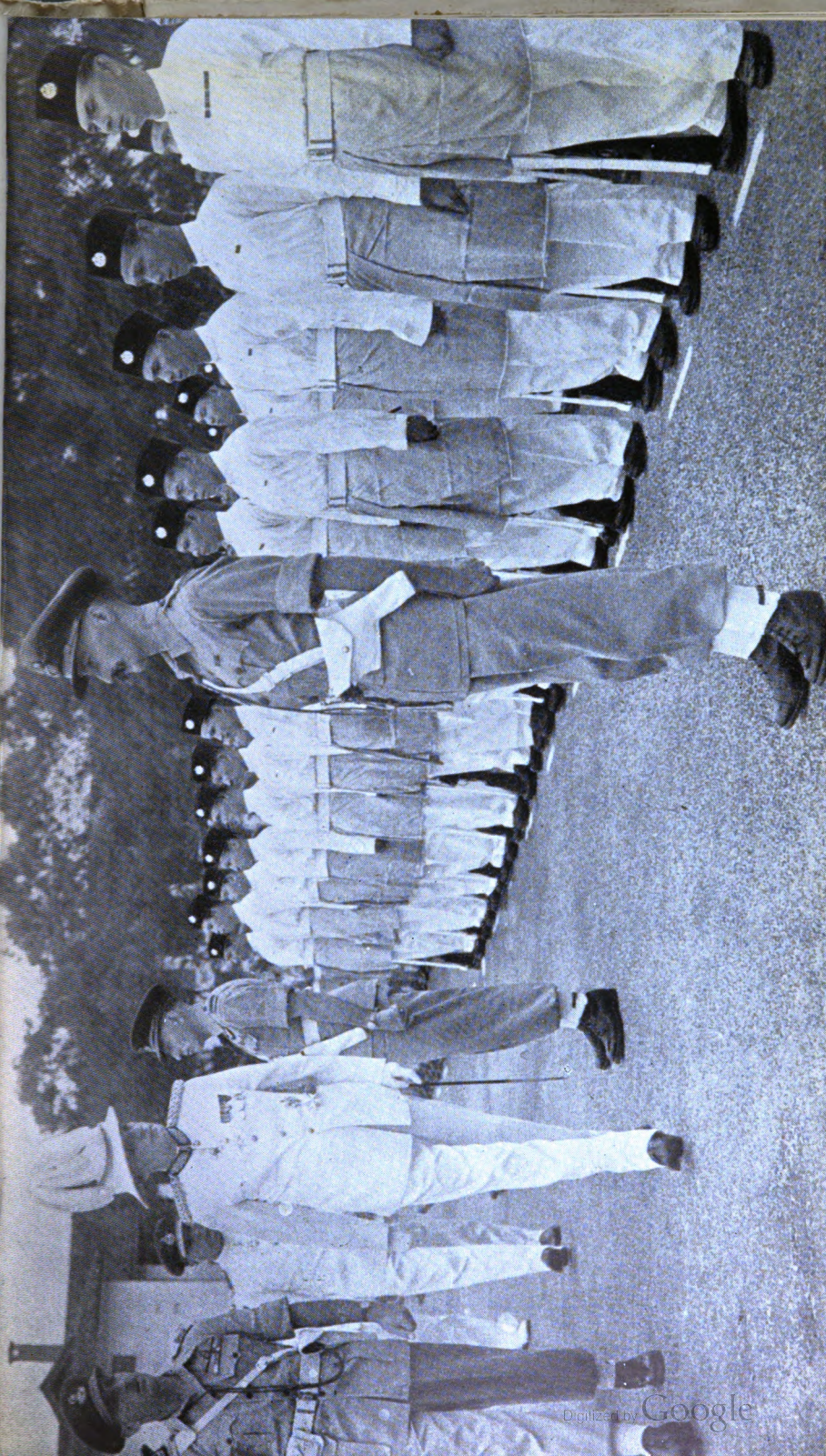
		1921	1931	1947	1954*
Both Sexes	..	31.0	39.0	60.7	73
Males	..	23.4	31.1	56.2	70
Females	..	47.1	52.7	66.2	76

* Tentative estimates.

There are, of course, many families whose forbears immigrated several generations ago. Notable amongst these are the so called Straits Chinese who have developed a speech and customs considerably different from those of present-day immigrants from China.

NATIONALITY AND NATURALISATION

For purposes of nationality the inhabitants of Singapore are treated in the same way as those of the United Kingdom and are governed by the British Nationality Act, 1948. Persons born in the Colony are British subjects, citizens of the United Kingdom and Colonies. Those





Public Relations

The Right Honourable Clement Attlee, Leader of Her Majesty's Opposition spent some days in Singapore after his visit to China in August, 1954. Madam Vijayalakshimi Pandit, President of the United Nations General Assembly, on her way through Singapore to Indonesia in August, 1954.

Public Relations



born in the self governing dominions of the British Commonwealth are citizens of their own dominion.

In Singapore there are a large number of alien born Chinese and a considerable number of British Protected Persons from the Federation of Malaya. This has led to peculiar problems of naturalisation since an important feature of government policy is to encourage a regard for Singapore and for Malaya in general as an object of loyalty among all races. The qualifications for naturalisation which are required consist of a residential qualification, a requirement that the applicant be of good character, that he has sufficient knowledge of the English language and that he intends to reside in the United Kingdom or associated territories or to enter or continue in Crown Service. In 1951 the English qualification was relaxed so far as the Chinese speaking inhabitants of Singapore were concerned with the results shown in the table.

CERTIFICATES OF NATURALISATION ISSUED

			1952	1953	1954
Europeans	..	..	12	9	10
Chinese ..	..	..	139	334	264
Stateless	..	..	10	11	23
Others ..	..	..	7	14	38
Total ..			168	368	335

There is provision for the citizens of self governing dominions to register themselves as citizens of the United Kingdom and Colonies. Special facilities for registration were made available from July to October, 1954 in anticipation of the introduction of a new Constitution for the Colony. No less than 23,801 persons, mainly Indians, took advantage of this during the year. By this step they were able to remain within the proposed franchise limited to British subjects, citizens of the United Kingdom and Colonies and persons born in the Federation of Malaya, the British Bornean territories and Brunei.

GENERAL

A comparison of the figures in the preceding tables shows the great excess of births over deaths which is not offset by emigration.

Almost every aspect of social and economic activity is affected by this. The population is at present increasing by about 3 per cent per annum cumulatively, and at the present rate of increase, it will reach two millions by 1972. At present there is an estimated annual addition

of the order of 16,000 to the number available for employment and this figure may be expected to rise in the course of time. The number of places required in primary schools must increase by 20,000 a year to provide for the annual increase in the child population. Large numbers of people are still badly housed and require extensive rehousing. Quite apart from these, however, the housing of each year's increase in population would require about \$40 millions on even the most economic scale.

CHAPTER III

Occupations, Wages and Labour Organization

SINGAPORE is not an island of big industries in the sense in which the term is understood elsewhere but has a large number of small industries serving its needs as a major port, military base and entrepôt trade centre. Until the 1920's the demand for labour attracted large numbers of immigrants from India and China and legislation was directed mainly to their protection and the adjudication of disputes between the immigrants and their employers. A more detailed account of this migration is given in Chapter II. The position now is that the immigration of manual workers has almost ceased. The population has become settled and labour administration has been able to turn to the problems of conditions of work, industrial safety and industrial relations.

The Labour Department of the Government has thus developed from its earlier preoccupation with immigrant manual labour to cover an increasingly wide range of workers and industrial activities. It is still primarily concerned with manual workers and stands in a position of impartiality between them and their employers. The Labour Department has its offices in the centre of the city. Its duties now include the administration of the laws governing the employment of manual workers, the use of machinery, the registration of trade unions, the enforcement of weekly holidays for shop assistants and the employment of children. It administers certain parts of the laws relating to industrial courts, wages councils and workmen's compensation. Apart from this the department also undertakes to advise trade unions on the general conduct of their affairs, offers conciliation in industrial disputes, advises Government departments on personnel problems and the welfare of staff, maintains an employment exchange service and provides training of industrial supervisors through "Training Within Industry" programmes. Some 3,600 visits of inspection to

places of employment were made during the year. Actual expenditure for the department for 1954 was \$787,285. The Commissioner for Labour is chairman of a Labour Advisory Board which advises the Government on labour matters and has representatives from employers and employees. At meetings during the year, the Board discussed such subjects as workmen's compensation, political funds for Trade Unions, employment of T.B. sufferers, student participation in labour disputes, seafarers' trade unions and the trade union representation of security employees.

EMPLOYMENT

Although no complete figures since the 1947 Census are available, it is estimated that out of Singapore's total population of 1,167,682 (mid-year estimates) about 433,000 are gainfully occupied or available for work. The latter figure includes administrative, managerial and clerical workers, shop assistants, domestic workers, etc. besides manual workers.

The Labour Department conducts a half-yearly census of labourers, (but not other workers) employed in the Colony.

MANUAL WORKERS IN EMPLOYMENT

(in round figures)

			1952	1953	1954
31st March	..	..	*	122,500	123,000
30th September	..	..	123,800	123,600	120,100

* No comparable figure is available for March 1952.

These figures show an even level of employment amongst manual workers from the middle of 1952 until mid-1954. Although the figure for September, 1954 is subject to review as a result of late employers' returns, there is little doubt that there was a slight fall in employment between March and September and this is supported by other evidence. There were indications indeed that the process continued after the September census particularly in the rubber-milling industry.

The Labour Department's register contains a list of 162 different industries of which 56, employing in 1954 an average of more than 400 labourers each, were regarded as principal industries. The table opposite shows the fifteen biggest industries in the register arranged in descending order of size according to the number of labourers employed.

MANUAL WORKERS IN FIFTEEN LARGEST INDUSTRIES

<i>Industry</i>	<i>1953</i>		<i>1954</i>	
	<i>March</i>	<i>September</i>	<i>March</i>	<i>September</i>
Ship building and repairing, including marine engineering	10,741	10,482	11,243	11,062
Building	9,177	9,454	9,851	9,998
Manufacture of machinery, except electric machinery, including general, construction and mechanical engineering ..	6,615	6,974	6,391	6,180
Other construction, repair and demolishing work not elsewhere classified	6,007	6,577	6,221	5,527
Harbours, docks, landing stages, light-house, tug, lighters and ferries services (Government and Singapore Harbour Board)	5,262	5,169	4,714	4,575
Repair of motor vehicles and motor cycles	5,496	4,854	4,682	4,569
Road transport not elsewhere classified, including cartage and haulage contracting ..	4,979	4,745	4,700	4,548
Rubber grading and packing ..	4,550	4,393	4,373	3,988
Tramway and omnibus operators	3,589	3,675	3,834	3,940
Sanitary services	3,106	3,124	3,191	3,168
Rubber milling	2,408	3,259	2,673	2,825
Stevedore and lighterage services excluding Government and Harbour Board ..	2,985	2,999	2,846	2,717
Air Force establishments not elsewhere classified ..	2,318	2,376	2,363	2,474
Printing, book-binding and arts and engraving works ..	2,177	2,480	2,370	2,342
Electric light and power ..	2,006	2,160	2,202	2,161

DISTRIBUTION OF MANUAL WORKERS TO INDUSTRIAL DIVISIONS

<i>Industrial Division</i>	<i>September 1953</i>	<i>March 1954</i>	<i>September 1954</i>
Agriculture, Forestry and Fishing ..	2,777	2,676	2,100
Mining and Quarrying ..	1,524	1,637	1,556
Manufacturing ..	57,262	57,441	56,777
Construction ..	17,571	17,521	17,436
Electricity, Gas, Water and Sanitary Services ..	7,067	7,034	6,951
Commerce ..	8,506	8,463	7,584
Transport, Storage and Communica- tion ..	19,010	18,731	18,351
Services ..	9,897	9,459	9,333
Total ..	123,614	122,962	120,088

The September, 1953 and March, 1954 figures have been adjusted in the light of better information regarding some employers and therefore differ slightly from figures previously published by the Registrar of Statistics.

It should be explained that the industrial division described as "Services" includes community and business services, recreation services, personal services and those Government services which are not otherwise specified. Where it has been possible to classify Navy, Army and Air Force labourers more appropriately in some other division this has been done, e.g. Naval Base labourers engaged in ship building and repairing are included in the Manufacturing Division.

These figures show that the slight fall in the level of employment during the last half of 1954 was mainly in commerce, manufacturing and agriculture.

DISTRIBUTION OF MANUAL WORKERS TO EMPLOYERS

	<i>September 1953</i>	<i>September 1954</i>
United Kingdom Departments ..	272	202
Government ..	4,821	5,034
City Council ..	10,034	9,814
Singapore Harbour Board ..	7,581	6,766
Singapore Improvement Trust ..	407	415
Armed Services ..	20,656	21,106
Private enterprise ..	79,843	76,751
Total ..	123,614	120,088

The Armed Services which employ over one-sixth of the manual workers in Singapore and Government show very slight increases over the year but the other categories of employers show reductions.

These figures are concerned only with labourers, i.e. manual workers, and emphasize the particular importance to Singapore of communications whether by sea, land or air. No records since the 1947 Census are available for other occupations, but as there are some 16,000 retail shops in Singapore and an estimated total of 65,000 persons engaged in distribution trades, these form a major source of employment in this island. There are also more than 10,000 licensed hawkers; licensed bus and taxi drivers and trishaw riders also total more than 10,000.

Employment Exchange

The Employment Exchange service was first started in 1946 and the main exchange at Labour Department headquarters in Havelock Road has been widely used ever since by increasing numbers of workers and employers of many industries. The service was extended during the second half of 1954 by opening six branch exchanges. A full-time branch is operating at Bukit Panjang Community Centre; five more branches have been opened experimentally for two half days each week at other centres in the suburban areas of Singapore Island.

Employment exchange facilities are provided for all persons irrespective of race and nationality provided they are ordinarily resident in Singapore. The commercial employment section handles commercial and technical occupations. A feature of 1954 was the increase both in registrations and vacancies for such categories as professional and semi-professional engineers, accountants, high grade clerks and stenographers. A domestic servants' and women's section arranges employment for amahs, cooks and other servants in hotels, restaurants and private establishments. It is the men's section, however, covering a wide range of occupations from unskilled labourers to semi-skilled factory workers and skilled artisans which deals with most applications for employment assistance.

EMPLOYMENT EXCHANGE

	1951	1952	1953	1954
Monthly average of new registrations ..	1,228	1,432	1,641	1,734
Monthly average of vacancies notified to the exchange	2,027	1,534	867	670
Monthly average of persons placed in employment	819	831	588	380

Registration at the exchange has always been entirely voluntary and persons who register often find employment themselves. No complete statistics of unemployment, therefore, can be derived from

these figures. Nevertheless they do reflect employment trends in recent years. The supply of persons seeking employment has exceeded the demand. During 1954 increasing difficulty was experienced in placing persons in employment and this fact, read in conjunction with the table above (Manual Workers in Employment) which shows a definite decrease after March, 1954 in the number of employed manual workers, indicates that unemployment undoubtedly increased during the year. A large rubber mill employing about 500 persons closed down completely and several other establishments such as brickworks and sago factories closed temporarily. In contrast with 1953 and other recent years there were few new industries opened in 1954 to compensate for these losses. Whilst the number of workers involved remained relatively small and the level of unemployment did not reach serious proportions for the population as a whole, it became a matter for concern that out of 3,775 young persons aged fourteen to eighteen seeking employment assistance during the year only 135 could be placed through the exchange. A youth employment section was therefore opened to deal with the problems of school leavers seeking apprenticeships and employment in industry. Careers booklets are being prepared for school leavers and the development of a Youth Employment Committee is contemplated.

Migrant Labour

In marked contrast with the earlier decades of the century when the migration of labourers from China and India reached a very high level the local labour market can now meet most demands and very few migrant labourers are admitted. New immigration regulations introduced in August, 1953 have reduced the flow of new arrivals to a trickle.

New industries have continued to face a lack of skilled artisans and semi-professional engineers among local workers. To carry out skilled tasks for which no local workers are available workers have been admitted from abroad in small numbers and for limited periods. In 1954 fishermen came from Hong Kong and rope-makers from Thailand. The general intention is that these skilled immigrant workers should help in the establishment of new industries and train local workers to take over from them. In recent years many hundreds of local people have found employment by these means. Whilst in Singapore the immigrant workers enjoy all the benefits of local legislation and suffer no legal disability other than the limitation on the period of their residence.

From time to time workers, mainly skilled and semi-skilled Chinese artisans, are recruited in Singapore for work in oilfields, sawmills, fisheries, and new construction works in Sarawak, North Borneo, Brunei and Burma.

WAGES AND HOURS OF WORK

Wages

A sample survey of average weekly earnings and hours of work in the principal industries of Singapore was conducted in the last week of July, 1954 in accordance with the requirements of Convention No. 63 of the International Labour Organization. These 56 industries employ 88.5 per cent of the labour population. Out of the workers covered fourteen per cent were adult females and only three per cent juveniles. This served to emphasize the difficulty of placing juveniles in employment as manual workers. Compared with the previous year, estimated average hourly earnings have risen from 64 to 65 cents an hour; average hours worked a week have also shown an increase, so there was a corresponding increase in average weekly earnings from \$32.04 to \$33.04. A marked tendency noted in 1953 for the ranges of earnings to contract around the general average continued.

There is provision in the Labour Ordinance for the adjudication of claims between manual workers and their employers relating to wages, advances and conditions of employment. These disputes are heard by officers of the Labour Department whose decisions have the force of District Court judgments but whose procedure has less formality than in the Courts and involves no fees.

WORKERS' CLAIMS

		1953	1954
Cases instituted during the year	.. ..	494	586
Claims successful in the year	.. ..	248	363
Total sum ordered to be paid	.. ..	\$147,747	\$262,250
Sum actually paid	.. ..	\$59,759	\$98,300
Cases carried forward to following year	.. ..	21	22

Many cases are instituted because employers have either absconded or are in financial difficulties; it is never possible to secure payment of all the amounts ordered.

The following two tables give daily wage-rates prevailing during the last quarter of the year for certain selected occupations.

**PREVAILING DAILY WAGE-RATES OF SELECTED OCCUPATIONS
(UNSKILLED WORKERS)**

<i>Occupation</i>	<i>Industry</i>	<i>Minimum Wage- Rates</i>	<i>Weighted Average Wage- Rates</i>	<i>Maximum Wage- Rates</i>
		\$ c.	\$ c.	\$ c.
Assemblers, Simple ..	Engineering (male) ..	2 40	3 65	6 80
Assemblers, Simple ..	Engineering (female) ..	2 00	3 46	6 40
Labourers (Carrier) ..	Rubber Milling (male)	3 10	5 75	12 75
Labourers ..	Building Construction (male) ..	5 00	6 00	7 00
Labourers ..	Building Construction (female) ..	4 00	4 30	5 00
Weighers and Counters	Rubber Packing (male)	3 40	3 80	4 50
Checkers, Testers and Sorters ..	Rubber Packing (male)	2 60	3 65	6 10
Checkers, Testers and Sorters ..	Rubber Packing (female)	2 40	3 45	4 50
Machine Attendants ..	Cold Drinks Manufac- turing (male) ..	2 40	3 85	7 67
Machine Attendants ..	Cold Drinks Manufac- turing (female) ..	2 20	2 85	6 00
Carriers ..	Sawmills (male) ..	5 50	8 35	12 85

**PREVAILING DAILY WAGE-RATES OF SELECTED OCCUPATIONS
(SKILLED WORKERS)**

<i>Occupation</i>	<i>Industry</i>	<i>Minimum Wage- Rates</i>	<i>Weighted Average Wage- Rates</i>	<i>Maximum Wage- Rates</i>
		\$ c.	\$ c.	\$ c.
Bench Fitter ..	Engineering ..	4 80	5 80	10 00
Welder (Gas-Electric) ..	Engineering ..	5 60	7 00	10 00
Lathe Operators (Turners)	Engineering ..	4 50	6 80	11 00
Boiler Makers ..	Engineering ..	4 50	6 25	7 50
Moulders-Founders ..	Foundry ..	3 10	5 97	9 30
Motor Mechanics ..	Motor Works ..	4 72	5 22	10 00
Carpenters ..	Building Construction	8 00	9 00	10 00
Bricklayers ..	Building Construction	6 50	9 00	12 50
Steel Workers/Benders	Building Construction	6 50	9 00	12 50
Electrician ..	Building Construction	3 00	5 30	8 50
Linotype Operators ..	Printing Press ..	7 40	9 34	10 63
Glass Blowers/Benders ..	Glass Works ..	4 00	6 77	11 00

An important step in the development of social insurance was taken in December, 1953 by the enactment of the Central Provident Fund Ordinance under which lump sum retiring benefits are assured normally at the age of 55 for all employed persons in Singapore. Employees and their employers are each required to contribute equally to the Fund sums amounting to 5 per cent of wages subject to a maximum of \$25 per month on each side. A Board was appointed early in 1954 to set up the organization necessary to handle a possible 200,000 employees. It has been found that a considerable number of employees, perhaps 100,000, are entitled to retiring benefits under existing schemes, mostly provided by private employers. Some of these schemes provide benefits which are not less favourable than the Central Provident Fund and the employers will be allowed to continue them if they wish instead of contributing to the statutory scheme.

Hours of Work

The July, 1954 survey showed that the average weekly hours of work for the principal industries tended to converge on the general average of 50.50 hours a week for all manual workers. This represents an increase of 0.61 hour over the general average for 1953 due to the longer hours worked by adult males.

Under the Labour Ordinance no labourer can be compelled to work more than six days in a week or more than six consecutive hours at a time or more than nine hours a day of actual labour. The law also regulates the hours of work of juveniles. The 1954 sample survey of 465 undertakings showed that nearly 88 per cent of them now work a standard eight-hour day. About 28 per cent of them pay double pay for over-time and 42 per cent of them pay time and a half. For 73 per cent of the undertakings a six-day working week was the standard and although seventeen per cent remained open for seven days a week, they were mostly quite small and it was the usual practice for workers to take a day off when they wished. For the great majority of labourers a six-day week, eight-hour day and overtime at the rate of time and a half or better are now standard. By an amendment of the Labour Ordinance enacted in March, 1953 every labourer is entitled to a paid holiday (or double wages in lieu) on each of the eleven scheduled public holidays a year. By agreement between the employer and the worker any other days may be substituted for the scheduled days. The Government, the City Council and the Singapore Harbour Board in fact gave their labourers a total of fifteen paid public holidays in 1954 and the United Kingdom Service Departments granted

paid holidays, public and otherwise, to a total of seventeen days. The City Council granted its labourers a total of eighteen days of public holidays and vacation leave a year from mid-1954.

Night work is uncommon and usually found regularly only in public utility undertakings. A textile factory has found working conditions better at night and is the one exception to the general rule. In other industries night work is carried on when it is necessary to take advantage of market conditions, e.g. aerated water factories for a few weeks before Chinese New Year, and pineapple canneries during the season. No women or young persons may work at night.

The Weekly Holidays Ordinance requires all shops with the exception of a few to close for one whole day in every week and requires that employees be given a full day's holiday. Although compliance with the Ordinance improved, attempts at evasion were still quite numerous. During the year 250 convictions were recorded for offences under the Ordinance as against 260 in 1953.

Cost of Living

SINGAPORE COST OF LIVING INDEX NUMBERS (1939=100)

				<i>Weights</i> 1939	<i>Dec.</i> 1953	<i>June</i> 1954	<i>Dec.</i> 1954
<i>Higher Income Groups Standard</i>							
All items	..	..	..	100.0	235.9	232.8	233.0
Food and Groceries	..	..	..	15.9	355.4	332.0	335.5
Liquors, Aerated Waters and Tobacco	..	..	..	6.1	279.4	279.2	279.2
Servants	..	..	..	17.0	279.7	279.7	279.7
Light and Water	..	..	..	2.4	133.1	133.1	133.1
Transport	..	..	..	6.1	206.7	206.7	202.1
Education	..	..	..	21.2	168.2	171.9	173.3
Clothing	..	..	..	7.8	341.9	337.3	333.3
Recreation	..	..	..	7.5	218.1	221.0	221.0
Rent	..	..	..	16.0	126.9	126.9	126.9
<i>Clerical Workers' Standard</i>							
All items	..	..	..	100.0	332.8	313.9	315.1
Food and Groceries	..	..	..	39.1	460.1	427.4	432.5
Tobacco	..	..	..	2.7	300.0	300.0	300.0
Servants	..	..	..	12.5	279.6	279.6	279.6
Light and Water	..	..	..	4.5	178.9	178.9	174.0
Transport	..	..	..	8.4	206.7	206.7	202.1
Education	..	..	..	8.7	203.8	195.7	196.9
Clothing	..	..	..	8.1	594.8	527.3	524.0
Rent	..	..	..	16.0	116.2	116.2	116.2

The index numbers have been based on arbitrary budgets designed to reflect 1939 patterns of expenditure.

A welcome downward trend was noticeable for food and groceries and clothing.

AVERAGE MONTHLY RETAIL PRICES

(selected foodstuffs)

Article	Unit	Annual Average 1939	Annual Average 1953	Monthly Average June 1954	Monthly Average Dec. 1954
		\$ c.	\$ c.	\$ c.	\$ c.
Beef, stew or curry	.. Kati	0 31	1 68	1 97	2 00
Mutton ..	.. lb.	0 52	1 36	1 35	1 35
Pork (1st quality) ..	.. Kati	0 36	2 37	2 08	2 09
Fowls ..	.. ..	0 32	2 01	1 35	1 58
Fowl's eggs ..	.. 10	0 28	1 65	1 35	1 35
Fish, kurau ..	.. Kati	0 40	2 85	2 57	2 89
Fish, merah (snapper)	.. ..	0 31	0 91	0 55	0 69
Fish, Tenggiri (Spanish mac- kerel) ..	.. ..	0 28	1 61	1 36	1 52
Beans, long ..	.. ..	0 08	0 38	0 30	0 41
Beetroot ..	.. ..	0 12	0 49	0 48	0 40
Cabbage ..	.. ..	0 08	0 41	0 48	0 39
Carrots ..	.. ..	0 11	0 46	0 59	0 49
Spinach ..	.. ..	0 04	0 24	0 22	0 31
Bananas (pisang hijau)	.. 10	0 10	0 81	0 70	0 60
Limes, small ..	.. Kati	0 05	0 24	0 22	0 24
Papaya ..	.. ..	0 05	0 20	0 18	0 19
Onions, large ..	.. ..	0 06	0 27	0 23	0 30
Coconut oil ..	.. ..	0 08	0 68	0 60	0 56
Lard ..	.. ..	0 24	1 17	1 10	0 85
Rice ..	.. ..	..	0 36	0 28	0 29
Sugar ..	.. ..	0 07	0 33	0 25	0 24

The Kati is 1½ Imperial pounds.

INDUSTRIAL RELATIONS

The policy of the Government is to foster the growth of healthy trade unions and assist whenever possible in establishing negotiating machinery. The services of a Trade Union Adviser are available if required. The conduct of trade unions is regulated by the Trade Unions Ordinance, 1940 and a Registry of Trade Unions forms part of the Labour Department. For those industries which possess inadequate negotiating machinery of their own the Wages Councils Ordinance, 1953 provides for minimum wages and conditions of employment to be laid down by wages councils when this is shown by formal enquiry to be necessary. If a dispute arises which cannot be settled by negotiation or conciliation the Commissioner for Labour can, with the

consent of both parties, refer the matter under the Industrial Courts Ordinance, 1940 either to the Industrial Court or to arbitration for settlement.

GROWTH OF EMPLOYEES' TRADE UNIONS

Year		Unions formed during year	Unions dissolved or cancelled during year	Unions remaining at end of year	Membership at end of year*
1946	.. ..	8	—	8	18,673
1947	.. ..	118	—	126	96,060
1948	.. ..	10	18	118	74,367
1949	.. ..	9	34	93	47,301
1950	.. ..	6	8	91	48,595
1951	.. ..	18	2	107	58,322
1952	.. ..	19	4	122	65,831
1953	.. ..	20	9	133	73,566
1954	.. ..	12	9	136	76,452

* Membership figures obtained from records maintained by the unions tend to be exaggerated to the extent that they include members who have allowed their membership to lapse by non-payment of dues. Members of employees' unions who are in benefit are estimated to be 60 per cent of the total.

Twenty new unions, seventeen of employees and three of employers, were established during the year and fifteen were registered, registration of the remaining five being deferred pending completion of formalities. Ten unions, nine of employees and one of employers, were removed from the register because they had ceased to exist or had voluntarily dissolved themselves; two of them subsequently amalgamated as one new union.

TRADE UNIONS

(31st December, 1954)

Industrial Division	UNIONS OF EMPLOYERS		UNIONS OF EMPLOYEES	
	No. of Unions	Member- ship	No. of Unions	Member- ship
Mining and quarrying	—	—	2	644
Manufacturing	13	560	32	19,651
Construction	1	69	5	3,130
Electricity, Gas, Water and Sanitary Services	—	—	6	4,542
Commerce	14	1,360	6	2,578
Transport, Storage and Communications	8	1,537	36	15,364
Services	8	1,717	41	24,888
Mixed	1	46	8	5,655
Total	45	5,289	136	76,452

According to audited accounts received, income and expenditure for 1953-4 of 128 employees' unions (including four federations) were \$590,005.97 and \$548,086.13 and the income and expenditure of 42 employers' unions were \$490,392.23 and \$446,451.09 respectively.

Joint Consultation

The Singapore Civil Service Joint Council, modelled on the United Kingdom Whitley Council as a permanent negotiating body for all categories of Government servants, was formally constituted in August, 1954. The Council, headed by the Colonial Secretary with full time secretaries for both the official and staff sides, has made a most successful start which is likely to encourage the establishment of similar machinery in other large undertakings.

With this addition there are now eight permanent bodies for negotiation between employers and employees. Other joint consultative committees represent employers and employees of the three Armed Services, the Postal and Medical Departments, the lighterage industry and the hairdressing trade.

The standard of negotiations in disputes conciliated by the Labour Department showed a marked improvement during the year. With the rise of skilled trade union negotiators there is real hope that more reliance will be placed in future on collective bargaining for the settlement of differences.

Trade Disputes

Eighty-eight industrial disputes between organized unions and employers were brought to the notice of the Labour Department, exactly the same number as in 1953. A total of eight strikes occurred, involving a loss of 135,206 man days. This was the highest number of man days lost since 1947 and was due largely to a twelve days' strike of about 10,000 daily rated City Council employees in the middle of the year. This strike was called by the Federation of eleven City Council Labour Unions mainly over the question of back-dating increased wage rates; a revision of some aspects of conditions of service was also involved. Only one strike was due to rejection of a demand for wage increases; five others challenged the rights of employers to dismiss for indiscipline, retrench for redundancy or engage persons of their own choice, subject only to law. The year 1954 was marked by increasing business competition and consequential smaller margins of profit so that employers who maintained inflated payrolls, or tolerated lack of discipline in their factories were placed at a serious economic disadvantage. Trade unions on the other hand, with greater awareness of their own collective strength tended to challenge all

dismissals and fight most strongly where security of employment was at stake. Many unions in Singapore are organized on the basis of a single undertaking so that job security, regarded by ordinary trade unionists as the most important service which their unions can render, becomes almost a matter of life and death for these "house" unions. Either the leaders successfully fight dismissals and the union flourishes or they give way and the union loses the support of its rank and file.

Disputing parties in most instances sought the services of the conciliation officer of the Labour Department whose functions are to bridge the gap between opposite view points and endeavour to help the parties to reach a settlement through mutual understanding.

In the course of frequent contact through industrial disputes with employers and union leaders, every effort is made to emphasize the importance of such bodies as works or consultative committees, which can provide a forum for the formal airing of grievances and the explanation of managerial decisions. Although the number of formal committees so constituted has been fewer in number than hoped, there is no doubt that as a result of discussions and meetings held between employers and union officials over the past several years in the course of legitimate trade union activity, both sides are beginning more to appreciate the other's point of view.

SAFETY, HEALTH AND WELFARE

During the year there were some additions, but fewer than in 1953, to the number of well designed and soundly constructed factories of a modern type. These factories compare most favourably in safety, lighting, ventilation, first-aid and welfare facilities with comparable factories in the most advanced industrial countries of the world. Most Singapore factories, however, are still small. For every factory which employs a hundred workers or more there are at least twenty-five smaller establishments. Many small factories are located on the ground floors of shophouses, which were designed for completely different purposes. Although the overcrowding of these factories and deficiencies in lighting, ventilation and cleanliness receive constant attention from the Labour Department inspectorate, progress in the improvement of conditions is necessarily slow.

Factory Safety

Machinery inspections during 1954 showed a further slight increase over the level of recent years. Although there was a slackening of machinery operation in such industries as rubber milling and sago manufacture, it did not affect inspection requirements because stoppages were only of short duration. Unrestricted electrical power is





Australian National Photograph

Three young Cocos Islanders.

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available from the public supply and it must be expected that many operators, as existing boilers and engines wear out, will convert their machinery to operate from this source. Most forms of industrial equipment are now readily available and this has enabled standards of reliability to be improved. Rising overhead costs during stoppages have provided the incentive, but there is still a long way to go before the older establishments can be classed as modernized. An important task of the Labour Department Machinery Branch is to instil the elementary principles of safety into those concerned with the operation of machinery, and there has been a generally co-operative response to instructions given to employers and employees in small factories. However, no one likes to vary established procedure, and it does happen that safety instructions are sometimes wilfully disregarded and prosecution in Court becomes necessary. The work on new legislation to enforce improved standards of safety continued during the year.

Workmen's Compensation

Compensation to workmen who suffer industrial injuries or death caused by accident or industrial disease is payable by their employers under the Workmen's Compensation Ordinance.

Most cases are settled by mutual agreement but when an employee's claim is not admitted the case is heard by a Commissioner for Workmen's Compensation. In these hearings the injured workmen or their dependants are usually represented by an officer of the Labour Department which also administers the monies involved. A total sum of \$256,527 was paid as compensation through the offices of the Labour Department in 1954.

INDUSTRIAL ACCIDENTS

			1952 No. of cases	1953 No. of cases	1954 No. of cases
Fatal accidents	..	..	40	35	54
Permanent disablement (over 20% disability)	..	..	36	24	50
Permanent disablement (under 20% disability)	..	..	65	71	98
Temporary disablement	..	..	2,700	3,162	3,576

The number of fatal accidents included five firemen killed in the collapse of a godown wall and seventeen cases of drowning compared with only four in 1953. The increasing number of cases reported indicates that workmen and employers are becoming more 'compensation conscious'.

A new Workmen's Compensation Ordinance was passed in October, 1954 and will be brought into force during 1955.

Welfare

The Government, City Council, Singapore Harbour Board and some other large undertakings have officers under various titles with particular responsibilities for the welfare of the staffs. Regular visits to places of work and living quarters followed by on-the-spot investigations into complaints have helped materially to improve the welfare of workers and to prevent employer/employee disputes from building up.

A most important welfare consideration is the housing of workers. The Government, the City Council, the Singapore Harbour Board, the Singapore Improvement Trust and many private employers provide houses for a large proportion of their workers (see Chapter VIII). However, the provision of housing is now conceded to be mainly a problem not for employers but for the community as a whole. Much remains to be carried out in future and a master plan for the development of the whole island to include the location of new industries and the housing of workers is being prepared.

By the Seats for Shop Assistants Ordinance it has been made compulsory for shopkeepers to provide seats for their assistants. As a result of earlier abuses particular care is taken in the case of children between the ages of twelve and seventeen taking part in public entertainments. These are required to hold licences under the Children and Young Persons Ordinance. The theatres, wayangs, cafés and cabarets where they are employed are all frequently inspected by Labour Department officers. At the end of the year there were nearly 300 child entertainers, mostly Chinese, under regular supervision. No cases of serious ill-treatment were discovered.

The Labour Ordinance provides for many other benefits to workers not enumerated above. These include paid maternity leave for female workers for the months immediately before and after childbirth, provisions as to the housing of workers and their medical care and so forth.

INDUSTRIAL TRAINING

The small pilot scheme for pre-apprenticeship training of bricklayers, developed by the Labour and Education Departments in collaboration with building trade associations in 1953 was terminated after a six months' trial. Building sub-contractors would not take the partly trained apprentices into their working teams and there was no other suitable way to provide them with the practical experience necessary. A more comprehensive training scheme to cover

a wider range of industries and take in unemployed workers with industrial experiences is to be prepared in conjunction with legislation for the regulation of apprenticeships in industry.

H.M. Naval Base launched a carefully prepared scheme to combine workshop training with technical instruction for apprentice shipwrights, fitters, turners and so on over a period of five years. The scheme attracted 3,000 applications for about 90 vacancies. The Singapore Harbour Board with a similar scheme of longer standing also receive applications far in excess of requirements. Two other large engineering establishments have prepared apprenticeship schemes which include technical tuition but the educational standards set for entry have proved too high to attract applicants. Many undertakings employ so-called "apprentices" who may be any age from fifteen to forty-five and are expected to learn their trades during normal production without special training arrangements. With improved facilities for technical education it is hoped to encourage more establishments to adopt a progressive attitude towards apprenticeship training.

During 1954 the International Labour Organization agreed to provide an expert who would organize T.W.I. (Training Within Industry for Supervisors) in Singapore. He arrived in December and will start courses for T.W.I. trainers early in 1955.

CHAPTER IV

Public Finance and Taxation

IT was estimated when the budget for 1954 was first presented that there would be a deficit on the year's working of \$25.7 millions. Revenue followed expectation but expenditure, despite the approval of supplementary provision amounting to over \$20 millions, was substantially less than had been provided for, and it seemed for a time that the final result would be more favourable than had been expected. Late in the year, however, it became necessary to meet two large items of special expenditure, the first being a payment on account of \$14.5 millions to the Oriental Telephone & Electric Company for the acquisition of its undertaking in Singapore, and the second a sum of \$36.4 millions representing the shares of the Federation of Malaya and North Borneo of the assets of the former Straits Settlements Government. In the event, the year closed with a deficit of \$41.6 millions whilst the general revenue balance was reduced to \$131.5 millions.

The final revenue figure was \$207.3 millions compared with the original estimate of \$214 millions. This change was largely due to the transfer by revenue debit to the Federation of Malaya of the sum of \$15,982,200 representing the balance of income tax actually collected in 1953. Against this there was a windfall of \$5.8 millions being the interest derived from the investments of the former Straits Settlements Government which had accumulated on deposit since the 31st March, 1946, and there were increases of \$2.5 millions on income tax, and \$1 million on petrol. On the other hand collections from totalisator bets and sweepstakes, liquors, and entertainment duties fell slightly short of the estimates. Receipts from income tax, and from liquor, petroleum and tobacco duties amounted to \$142.8 millions or 64 per cent of the total revenue of the Colony. Expenditure amounted to \$248.9 millions, which was \$8.4 millions in excess of the original estimate of \$240.5 millions, the excess expenditure being chiefly accounted for,

as mentioned above, by two payments amounting to \$51 millions in respect of the acquisition of the Oriental Telephone & Electric Company and the division of the assets of the former Straits Settlements Government.

Turning to particular heads of expenditure, \$24.1 millions was expended on education, representing an increase of \$6.7 millions over the expenditure of the previous year, whilst expenditure for medical and health purposes increased from \$16.6 millions to \$20.1 millions, not including considerable sums from Public Works Department votes spent on the construction of schools and hospitals. Further details of education and medical finance are given in Chapters IX and X. Expenditure of \$23.8 millions on Police Services showed an increase of \$3.0 millions. A sum of \$72.1 millions was spent on Miscellaneous Services, showing an increase of \$47.1 millions compared with expenditure during 1953.

GOVERNMENT REVENUE AND EXPENDITURE

		1952		1953		1954	
		\$	c.	\$	c.	\$	c.
Revenue	..	210,561,686	37	238,518,828	53	207,297,072	00
Expenditure	..	167,754,072	53	169,730,548	75	248,912,625	00
Surplus	..	42,807,613	84	68,788,279	78	Deficit	.. 41,615,553 00

Full details of the revenue and expenditure figures in respect of 1952, 1953 and 1954 are given in the comparative statement on the next page.

FINANCIAL ADMINISTRATION

Administrative control of Government financial transactions is exercised by the Finance Branch of the Colonial Secretary's Office under the Financial Secretary. The Financial Secretary is an *ex-officio* member of both the Executive and Legislative Councils and is Chairman of the Finance and Estimates Committees of the Legislative Council.

The Finance Committee of the Legislative Council consisting of the Financial Secretary and five unofficial members of the Council sat at frequent intervals during the year and considered all applications from departments for funds supplementary to the amounts approved in the Supply Ordinance. Amounts which were passed by the Committee were subsequently included in schedules and submitted from time to time to the Legislative Council for approval.

**GOVERNMENT OF
REVENUE AND**

REVENUE HEAD				1952	1953	1954
Class I				\$	\$	\$
Licences, Excise and Internal Revenue not otherwise classified:—						
(a) Entertainments Duty	..	..	..	5,232,188	5,378,822	5,164,364
(b) Estate Duties	..	..	..	4,577,853	3,999,144	4,420,737
(c) Income Tax	..	..	..	72,760,004	103,216,653*	56,550,937†
(d) Liquors	..	..	..	22,145,719	21,522,272	20,935,822
(e) Petroleum Revenue	..	..	..	14,006,475	15,124,303	16,144,911
(f) Stamp Duties	..	..	..	1,725,710	1,795,283	1,999,763
(g) Tobacco Duties	..	..	..	33,727,758	34,396,211	33,196,617
(h) Totalisator and Sweepstakes	..	..	..	4,205,895	3,913,854	3,618,197
(i) Others	..	..	..	6,039,462	6,502,904	6,426,190
Total				164,421,064	195,849,446	148,457,538
Class II						
Fees of Court or Office, Payments for Specific Services and Reimbursements-in-Aid				..	..	..
				15,647,679	11,855,101	12,394,032
Class III						
Posts and Telecommunications	..	..	..	12,531,184	13,582,072	14,437,010
Class IV						
Rents	..	..	..	3,072,693	2,943,822	6,425,679
Interests:—						
(a) Interest on Investments	..	..	..	2,552,941	4,129,581	2,156,391
(b) Interest from Opium Revenue Replacement Reserve Fund	..	..	..	1,929,742	1,927,573	435,473
(c) Others	..	..	..	1,326,834	2,070,860	2,092,720
Total				8,882,210	11,071,836	11,110,263
Class V						
Miscellaneous Receipts	..	..	..	8,800,160	5,010,991	13,356,907
Land Sales and Premia on Grants	..	..	..	55,441	67,428	1,001,713
Total				8,855,601	5,078,419	14,358,620
Class VI						
Grants under the Colonial Development and Welfare Act				..	..	..
				223,948	1,081,954	6,539,609
Total				210,561,686	238,518,828	207,297,072

*Includes \$15,982,200 collected on behalf of the Federation of Malaya.

†Excludes \$15,982,200 collected on behalf of the Federation in 1953 and paid in 1954 as revenue debit.

SINGAPORE

EXPENDITURE

EXPENDITURE HEAD	1952	1953	1954
	\$	\$	\$
1. Charge on account of Public Debt	5,950,000	5,950,000	5,950,000
2. Pensions, Retired Allowances, Gratuities, etc. ..	5,276,959	6,509,338	6,802,853
3. Charitable Allowances and Contributions ..	330,210	390,601	513,420
4. Commissioner-General	632,216	593,654	574,166
5. Governor	346,366	279,845	373,393
6. Colonial Secretary	2,046,292	1,731,122	2,031,006
Agriculture (now included under Commerce and Industry)	34,871	42,381	—
7. Audit	398,548	472,805	481,311
8. Broadcasting	2,546,251	2,765,474	3,036,227
9. Chemistry	242,637	226,511	272,050
10. Chinese Secretariat	225,120	244,405	236,652
11. Civil Aviation	8,439,627	5,264,037	6,455,773
12. Commerce and Industry .. ..	.. ..	235,772	1,975,238
13. Co-operative Development	65,271	54,844	68,492
14. Customs and Excise	2,375,408	2,814,150	3,077,964
15. Defence Services	6,759,772	7,775,161	9,387,492
16. Education	15,401,467	17,422,191	24,115,200
17. Estate Duty and Stamp Offices	116,976	162,098	130,500
18. Film Censorship	557,861	211,025	197,623
Fisheries (now included under Commerce and Industry)	268,161	311,095	—
Foreign Exchange Control (now included under Commerce and Industry)	279,378	286,809	—
Forests (now included under Commerce and Industry)	64,923	63,850	—
19. Gardens, Botanic	369,894	367,331	466,418
20. Immigration and Passports	696,319	791,909	948,879
Imports and Exports Control (now included under Commerce and Industry)	314,062	297,406	—
21. Income Tax	1,019,677	1,255,773	1,486,223
22. Judicial	1,192,089	1,309,987	1,558,160
23. Labour	559,947	708,562	795,605
24. Land and District Offices	617,870	669,701	883,188
25. Legal	225,202	234,086	286,772
26. Marine	852,736	1,125,565	1,239,867
27. Marine Surveys	153,306	153,324	207,015
28. Medical and Health	14,972,927	16,616,731	20,099,535
29. Meteorological	596,305	671,237	784,198
30. Miscellaneous Services	37,178,678	24,971,941	72,123,373
31. Museum and Library, Raffles	201,483	216,511	272,582
32. Official Assignee and Public Trustee	222,497	273,085	326,172
33. Police	20,297,309	20,790,335	23,796,011
34. Postal Services	6,808,849	7,271,711	8,837,146
35. Printing Office	1,768,813	1,329,417	1,384,136
36. Prisons	2,281,198	1,999,911	2,556,340
37. Public Relations .. ..	.. ..	396,685	456,896
38. Public Services Commission	89,081	94,412	102,886
39. Public Works	1,839,207	2,931,975	3,885,996
40. Public Works, Recurrent	5,675,611	5,091,783	6,907,522
41. Public Works, Non-Recurrent	8,075,696	9,988,083	14,592,412
42. Registry of Marriages	15,573	17,993	25,738
43. Social Welfare	3,491,157	5,483,535	7,278,130
44. Statistics	816,186	754,657	843,058
45. Survey	586,932	895,848	916,367
46. Telecommunications	3,075,632	4,182,835	5,241,800
47. Trade Marks Registry	81,096	111,532	111,098
Trade Unions (now included under Labour)	55,154	—	—
48. Treasury	508,258	627,654	678,503
Veterinary (now included under Commerce and Industry)	216,109	262,766	—
49. Colonial Development and Welfare Schemes ..	540,905	4,029,099	4,141,239
Total ..	167,754,072	169,730,548	248,912,625

The Accountant-General as the senior accounting officer of the Colony is responsible for the receipt, custody and disbursement of Government funds. The Accountant-General is assisted by an accounting staff in the Treasury and in three sub-treasuries of the Public Works, Medical and Police Departments.

The Audit Department is responsible for auditing the accounts of the Colony Government, the Singapore City Council, the Singapore Improvement Trust and the Singapore Harbour Board. Subject to the general direction of the Director of Audit, Malaya, the department is under the control of the Deputy Director of Audit.

PUBLIC DEBT

The total public debt of the Colony is \$115,000,000 of which \$65,000,000 is in respect of the former Straits Settlements Government. Provision for sinking funds and payment of interest in 1954 amounted to \$5.95 millions, which is less than 2.5 per cent of the total revenue of the Colony. No loans were raised by the Singapore Government during the year. A statement of assets and liabilities is included on the next page.

PUBLIC LOANS			
	<i>Amount</i>	<i>Interest payable</i>	<i>Earliest date of repayment</i>
	\$		
(i) S. S. 3% Loan 1962/1972 ..	30,000,000	15th April; 15th Oct.	15th April, 1962
(ii) S. S. 3% War Loan 1952/ 1959	25,000,000	April; Oct.	1st Oct., 1952
(iii) S. S. 3% War Loan 1953/ 1960	10,000,000	15th Jan.; 15th July	15th July, 1953
Total, S.S. ..	65,000,000		
(iv) Singapore 3% Rehabilitation Loan 1962/1970 ..	50,000,000	15th Jan.; 15th July	15th July, 1962
Total, S.S. and Singapore ..	115,000,000		

(i) Repayable by Singapore and Penang Harbour Boards by whom charges for interest and sinking fund are paid.

(ii) and (iii) Totalling \$35,000,000 represent free gifts to H.M. Government for the prosecution of the War. All charges for interest and sinking fund are met from the general revenue and assets of the Colony but contributions are received from the Federation of Malaya and North Borneo.

(iv) This loan provided funds to meet extraordinary financial commitments arising out of the enemy occupation of Malaya or incidental to the economic rehabilitation of the Colony.

TAXATION

The revenue of the Colony is mainly derived from income tax and duties levied on liquor, tobacco and petroleum products. The chief forms of subsidiary taxation are entertainments duty, stamp duty, estate duty and taxation on totalisator bets and sweepstakes.

During recent years the revenue of the Colony has been buoyant as a result of very favourable trading conditions and has fully reflected the boom conditions in South-East Asia attributable in the main to the high prices obtaining for tin, rubber and copra. In 1954, however, as in 1953, revenue showed a decline under some heads.

REVENUE FROM TAXES

	1952 (Actual)	1953 (Actual)	1954 (Estimated)	1954 (Actual)
	\$	\$	\$	\$
Entertainments ..	5,232,188 13	5,378,822 00	5,300,000 00	5,164,364
Estates ..	4,577,853 37	3,999,144 00	3,500,000 00	4,420,737
Income Tax ..	72,760,004 14	87,234,453 00	70,000,000 00	72,533,137
Liquors ..	22,145,718 70	21,522,272 00	21,000,000 00	20,935,822
Petroleum ..	14,006,474 67	15,124,303 00	15,100,000 00	16,144,911
Stamps ..	1,725,709 93	1,795,283 00	2,000,000 00	1,999,763
Tobacco ..	33,727,758 27	34,396,211 00	33,000,000 00	33,196,617
Totalisator Bets and Sweepstakes ..	4,205,895 20	3,913,854 00	3,800,000 00	3,618,197
Totals ..	158,381,602 41	173,364,342 00	153,700,000 00	158,013,548

Income Tax

Income tax was introduced in accordance with the provisions of the Income Tax Ordinance on 1st of January, 1948. The department responsible for making collections is a Pan-Malayan department which is controlled in Singapore by the Comptroller of Income Tax.

The tax is levied on incomes accruing in or derived from the Colony or received in the Colony from outside sources. Companies are chargeable at the rate of 30 per cent, and resident individuals are charged on a sliding scale with personal allowances as shown in the table on page 44. In cases where children are maintained and educated outside Malaya, these allowances may be increased up to double the amounts shown in the table. Deductions are also allowed in respect of life assurance premiums and contributions to approved pension or provident funds. Non-resident individuals are chargeable at 30 per cent without these allowances although British subjects or British

GOVERNMENT OF
STATEMENT OF ASSETS AND

		<i>Liabilities</i>			
		\$	c.	\$	c.
Deposits:—					
1946 3% Rehabilitation Loan	.. ..			50,000,000	00
Less Expenditure: 1946..	.. ..	13,684,646	61		
1947..	.. ..	12,264,756	68		
1948..	.. ..	3,788,301	53		
1949..	.. ..	2,122,485	91		
1950..	.. ..	3,622,374	50		
1951..	.. ..	1,156,775	59		
1952..	.. ..	2,831,164	27		
1953..	.. ..	595,994	40		
1954..	.. ..	162,912	26		
				40,229,411	75
War Risks (Goods) Insurance Fund	.. ..			9,770,588	25
War Risks (Goods) Insurance Deficit Fund	.. ..			985	80
Royal Malayan Navy Fund	.. ..			3,300,318	00
Special Reserve Fund	.. ..			4,970,443	65
Development Fund	.. ..			106,237,601	57
Insurance Companies	.. ..			51,962,372	78
Courts	.. ..			6,205,146	21
Bankruptcy	.. ..			3,372,438	31
Mercantile Marine Fund	.. ..			1,266,189	08
Police Reward Fund	.. ..			822,348	36
Companies Liquidation Account	.. ..			19,565	87
Miscellaneous	.. ..			90,421	07
Drafts and Remittances	.. ..			22,861,878	35
				111,989	36
General Revenue Balance on 1-1-53	.. ..			197,801,971	53
Revenue for 1953	.. ..	238,518,828	53		
Less Expenditure for 1953	.. ..	169,730,548	75		
				68,788,279	78
				266,590,251	31
Appropriation to:—					
(i) Special Reserve Fund	.. ..	48,229,899	68		
(ii) Development Fund	.. ..	50,000,000	00		
				98,229,899	68
				168,360,351	63
Add Appreciation on Investments, 1953	.. ..			3,680,193	80
General Revenue Balance on 1-1-54	.. ..			172,040,545	43
Revenue for 1954	.. ..	207,297,071	77		
Less		\$	c.		
Expenditure for 1954	.. ..	212,476,454	87		
Expenditure for 1954 (Division of Straits Settlements Assets and Liabilities)	.. ..	36,436,170	01	248,912,624	88
				41,615,553	11
				130,424,992	32
Add Appreciation of Investments, 1954	.. ..			1,091,709	26
				342,508,988	24

SINGAPORE

LIABILITIES ON THE 31st DECEMBER, 1954

<i>Assets</i>						\$	¢
Cash:—							
Cash in Treasuries	..	..	..	..	..	1,661	47
Cash in Banks	..	..	..	..	..	10,728,027	12
Cash with Crown Agents	..	..	..	..	..	5,849	82
Cash in Transit	..	..	..	..	..	1,155	20
Joint Colonial Fund	..	..	..	..	..	2,708,571	43
Investments:—							
Sterling Securities	..	..	..	..	..	29,506,893	62
Dollar and Rupee Securities	..	..	..	..	..	18,147,325	77
Special Reserve Fund	..	..	..	..	..	106,237,601	57
Development Fund	..	..	..	..	..	51,962,372	78
Held on behalf of Insurance Companies	..	..	..	..	..	6,205,146	21
Courts	..	..	..	..	..	623,949	37
Bankruptcy	..	..	..	..	..	700,168	40
Mercantile Marine Fund	..	..	..	..	..	746,659	45
Police Reward Fund	..	..	..	..	..	18,425	68
Companies Liquidation Account	..	..	..	..	..	86,733	57
Miscellaneous	..	..	..	..	..	203,440	20
Advances:—							
Ministry of Food (Singapore) Account	..	..	..	..	..	5,887,726	05
Building Loans	..	..	..	..	..	2,843,913	89
Other Governments	..	..	..	..	..	361,158	19
Miscellaneous	..	..	..	..	..	4,207,627	83
Imprest	..	..	..	..	..	120,214	28
Suspense Account Miscellaneous	..	..	..	..	..	14	00
Loans:—							
City Council, Singapore	..	..	..	..	..	4,589,539	00
Singapore Harbour Board	..	..	..	..	..	13,794,808	39
Penang Harbour Board	..	..	..	..	..	299,093	11
St. Nicholas Home, Penang	..	..	..	..	..	1,000	00
Singapore Chinese Girls' School	..	..	..	..	..	9,975	28
Singapore Improvement Trust, 1948	..	..	..	..	..	4,320,000	00
Singapore Improvement Trust, 1949	..	..	..	..	..	4,480,000	00
Singapore Improvement Trust, 1950	..	..	..	..	..	11,845,000	00
Singapore Improvement Trust, 1951	..	..	..	..	..	15,864,936	56
Singapore Improvement Trust, 1952	..	..	..	..	..	14,000,000	00
Singapore Improvement Trust Loan (Programme Nos. 6 and 7)	..	..	..	..	..	2,000,000	00
Government of the Federation of Malaya	..	..	..	..	..	30,000,000	00

 342,508,988 24

protected individuals may be entitled to a deduction of proportionate allowances. Double taxation relief arrangements are in force with the Federation of Malaya, where income tax is levied at the same rates as in the Colony, and with the United Kingdom and Sweden.

A statutory body known as the Malayan Board of Income Tax has been constituted to advise the Governments of Singapore and the Federation of Malaya on questions of income tax policy.

RATES OF TAX ON INDIVIDUALS

(per annum)

<i>Chargeable Income</i>			<i>Rate of Tax</i>	
			\$	
On the first	..	..	500	3 per cent
On the next	..	..	500	4 per cent
On the next	..	..	500	5 per cent
On the next	..	..	500	6 per cent
On the next	..	..	1,000	7 per cent
On the next	..	..	2,000	8 per cent
On the next	..	..	2,000	10 per cent
On the next	..	..	3,000	12 per cent
On the next	..	..	5,000	15 per cent
On the next	..	..	35,000	20 per cent
On every dollar exceeding	..	..	50,000	30 per cent

PERSONAL ALLOWANCES

(per annum)

				\$
Unmarried person	..	..	..	3,000
Married couple	..	..	..	5,000
Married couple with 1 child	..	..	..	5,750
Married couple with 2 children	..	..	..	6,250
Married couple with 3 children	..	..	..	6,750
Married couple with 4 children	..	..	..	7,050
Married couple with 5 children	..	..	..	7,350
thereafter \$200 per child up to a maximum of				8,150

Entertainment Duties

The Entertainments Duty Ordinance was brought into force on 1st January, 1952 and the Comptroller of Customs is responsible, as Comptroller of Entertainments Duty, for the collection of duties prescribed by the Ordinance.

During the year, 125 entertainments in aid of charitable and philanthropic causes and six entertainments of an educational nature were given exemption from duty.

Scale of Entertainment Duties

Where the payment for admission (including the amount of the duty) does not exceed 10 cents none			
exceeds 10 cents but does not exceed 20 cents	..	5	cents
exceeds 20 cents but does not exceed 30 cents	..	10	..
exceeds 30 cents but does not exceed 50 cents	..	15	..
exceeds 50 cents but does not exceed \$1 ..	..	25	..
exceeds \$1 but does not exceed \$1.50 ..	..	40	..
and thereafter an additional 20 cents of entertainment duty for every increase of 50 cents in payment for admission.			
Only half the above rates are charged for 'live' entertainments such as stage shows and musical performances. Amateur sporting, musical and dramatic entertainments are wholly exempted from the payment of duty.			

Customs Duties

Situated at the junction of the main sea routes in South-East Asia, Singapore is still essentially a free port. Duties are collected only on intoxicating liquors, tobacco and petroleum intended for domestic consumption. All other goods enter free.

The Customs Department of Singapore is divided into two branches concerned respectively with revenue collection and the prevention of smuggling. Six sub-stations and nineteen examination stations as well as bonded warehouses for the storage of dutiable tobacco and liquors are maintained.

Full and preferential duties are imposed on imported liquors at the time of their release for local consumption. There are also excise duties on intoxicating liquors distilled locally, or prepared in bond and released for local consumption. Samsu, beer and stout are the only intoxicating liquors made locally.

The scale of duties on intoxicating liquors and tobacco remained unchanged throughout the year at the rates shown overleaf. The duty on petroleum is sixty-eight cents per gallon while on kerosene a duty of five cents per gallon is levied. Although no duties are charged on heavy oils, a special tax is levied under the provisions of the Petroleum Ordinance on mechanically propelled vehicles using such oils.

Analytical work required by the Customs Department, mainly in connection with the assessment of duty on intoxicating liquors and petroleum, is carried out by the Department of Chemistry.

The prevention of smuggling by the Customs Department is described in Chapter XIII.

CUSTOMS TARIFF

DUTIES ON INTOXICATING LIQUORS

	Unit	Duties		
		Full	Preferential	Excise
		\$ c.	\$ c.	\$ c.
1. Rectified spirit	p-g.	52 50	—	—
2. Brandy	p-g.	61 50	53 80	—
3. Brandy in bottle not exceeding 81 per cent proof spirit	g.	48 00	42 00	—
4. Rum and Gin	p-g.	52 50	—	—
5. Rum and Gin in bottle not exceeding 81 per cent proof spirit	g.	37 50	—	—
6. Whisky	p-g.	61 50	—	—
7. Whisky in bottle not exceeding 81 per cent proof spirit	g.	48 00	—	—
8. Other intoxicating liquors	p-g.	—	—	43 75
9. Toddy-arrak, Saki, Pineapple spirit and Samsu (including Medicated Samsu)	p-g.	27 00	—	24 00
10. Bitters and Liqueurs not exceeding 100 per cent proof spirit	g.	52 50	—	—
11. Sparkling wines not exceeding 42 per cent proof spirit	g.	40 00	30 00	—
12. Still wines exceeding 26 per cent but not exceeding 42 per cent proof spirit	g.	15 00	11 25	—
13. Still wines not exceeding 26 per cent proof spirit	g.	7 50	5 60	—
14. Ale, Beer, Stout, Porter, Cider and Perry	g.	4 00	3 60	3 60

DUTIES ON TOBACCO

	Unit	Duties	
		Full	Preferential
		\$ c.	\$ c.
1. Cigars and snuff	per lb.	11 00	10 00
2. Cigarettes	per lb.	6 70	6 20
3. Unmanufactured tobacco	per lb.	4 40	4 20
4. Manufactured tobacco—imported in containers of any kind for retail sale to the public	per lb.	6 90	6 70
5. Manufactured tobacco (excluding cigars, cigarettes and snuff) not otherwise provided for	per lb.	2 50	—

p.g.=proof gallon; g=imperial gallon; the standard of liquid measure in the Colony.
 During the year legislation was passed enabling officers and men on the active lists of the Malayan Royal Naval Volunteer Reserve, the Singapore Military Forces and the Malayan Auxiliary Air Force to obtain, under certain conditions, duty free ale, beer, stout, porter, cider and perry.

(The imperial pound is the standard measure of weight in the Colony).

Estate Duty

Estate duty is payable on the capital value of all property which passes or is deemed to pass on death. Remission of duty on the first \$40,000 of property passing to certain specified relatives is allowed in respect of war casualties during the period 3rd September, 1939 to 1st October, 1946, and in respect of deaths as a result of the Emergency. A further remission is made on all *ex-gratia* awards in respect of War Damage payable under the War Damage Ordinance, 1949.

Estate duty is an *ad valorem* tax graduated from 1 per cent on estates over \$1,000 to 40 per cent on estates valued at over \$5 millions, the value of the estate being assessed on the open market value of all property in the Colony and moveable property situated abroad owned by a person domiciled in the Colony.

Further information on the administration of estates is given in Chapter XIII.

Duties on Totalisator Bets and Sweepstakes

Duties in respect of totalisator bets are collected at the rate of 10 per cent. For sweepstakes the rate of duty is 20 per cent. The combined revenue of \$3.6 millions for the year 1954, all of which was received from the Singapore Turf Club, was made up as follows:—

		\$	c.
(a) Duty on totalisator bets ..	..	858,184	50
(b) Duty on sweepstakes ..	..	2,760,012	40
Total ..		3,618,196	90

Private lotteries are also controlled and duty at the rate of 20 per cent is payable by the promoters who are required to obtain permits from the Financial Secretary. One hundred and sixty-nine permits were granted during the year and revenue amounting to \$178,923.34 was collected.

Stamp Duties

Stamp duties are payable on a wide range of commercial and legal documents specified in the Stamp Ordinance. In some cases the rate of duty is fixed, as on an agreement or statutory declaration; in others it is an *ad valorem* rate, such as on the amount secured in a mortgage.

Licences to use postal franking machines for payment of duty on cheques, bills of exchange and receipts were granted to two banks, twelve business firms, the Singapore Improvement Trust, and the Singapore Harbour Board. There were no increases in stamp duties during the year.

CITY

INCOME AND

(excluding Loan

INCOME	1952	1953	1954
			Revised Estimates
	\$	\$	\$
CONSOLIDATED			
1. RECEIPTS IN AID OF SPECIFIC SERVICES:—			
(a) Fees for Services rendered	4,573,818	4,537,823	4,689,937
(b) Fines	261,838	497,473	537,500
(c) Licence and Permit Fees	1,335,055	1,496,624	1,583,315
(d) Proportion of cost charged to Trading Departments, etc.	1,229,859	1,775,057	2,015,723
(e) Rents, Way Leaves, etc.	892,571	1,013,994	1,248,142
(f) Miscellaneous	464,852	878,246	2,089,431
	8,757,993	10,199,217	12,164,048
2. INCOME OTHER THAN RECEIPTS IN AID:—			
(a) Consolidated Rate	9,827,752	13,730,670	15,650,000
(b) Contribution in lieu of Rates	1,851,467	1,970,153	3,993,419
(c) Contributions to Rate Fund by Trading Departments	530,000	530,000	530,000
(d) Grant from Singapore Government ..	1,500,000	—	—
(e) Licences under Municipal Ordinance (Part XIII).. ..	448,800	435,737	416,200
(f) Licences under Road Traffic Ordinance, 1941 (after deduction of contribution to Rural Board)	4,852,730	5,316,930	5,520,140
(g) Royalty and Contribution under Singapore Traction Ordinance	697,350	783,121	865,000
(h) Taxes under Municipal Ordinance, Section 82	371,257	386,724	386,085
Total, Consolidated Rate Fund ..	28,837,349	33,352,552	39,524,892
TRADING			
Electricity Department	15,368,473	19,108,105	23,143,570
Gas Department	3,587,262	3,988,961	4,972,964
Water Department	10,923,575	12,871,554	15,339,798
Total, Trading Departments ..	29,879,310	35,968,620	43,456,332
Grand Total ..	58,716,659	69,321,172	82,981,224

COUNCIL

EXPENDITURE 1954

(Account)

EXPENDITURE	1952	1953	1954 Revised Estimates
	\$	\$	\$
RATE FUND			
1. The President and City Councillors ..	277,112	244,780	311,731
2. Architect and Building Surveyor's Department ..	2,124,951	1,917,413	3,583,445
3. Assessment and Estates Department ..	357,764	380,867	402,991
4. City Cleansing and Hawkers Department ..	4,506,873	4,508,923	5,220,947
5. City Engineer's Department ..	9,490,067	9,814,127	13,612,958
6. Fire Department ..	1,509,322	1,774,732	2,183,300
7. Health Officer's Department ..	4,165,306	4,350,307	6,001,986
8. Organisation and Methods Department ..	10,747	83,606	99,456
9. Secretariat ..	496,721	556,046	621,722
10. Treasury ..	1,555,842	1,727,496	1,784,577
11. Vehicles Department ..	751,297	775,231	953,815
12. Veterinary Surgeon's Department ..	220,029	386,026	371,439
13. Victoria Theatre and Memorial Hall ..	80,934	115,087	224,168
14. Other Expenditure ..	854,191	236,632	1,175,999
	<hr/> 26,401,156	<hr/> 26,871,273	<hr/> 36,548,534
House Purchase Loans to Staff—Amount set aside	—	1,000,000	1,000,000
Transfer from Loan Account ..	1,217,374	483,317	—
Total, Consolidated Rate Fund ..	<hr/> 27,618,530	<hr/> 28,354,590	<hr/> 37,548,534
DEPARTMENTS			
Electricity Department ..	16,593,746	20,262,345	25,749,815
Gas Department ..	4,319,452	4,131,620	4,643,709
Water Department ..	11,006,714	12,287,769	15,052,707
Total, Trading Departments ..	<hr/> 31,919,912	<hr/> 36,681,734	<hr/> 45,446,231
Grand Total ..	<hr/> 59,538,442	<hr/> 65,036,324	<hr/> 82,994,765

CITY COUNCIL

The financial affairs of the City Council are governed to a very large extent by the provisions of the Municipal Ordinance which specifies the purposes for which the Council may expend the Municipal Fund and the procedure to be followed in preparing the Municipal budget. In practice, draft estimates for the coming financial year are prepared by each departmental head in consultation with the City Treasurer and are then considered by the relevant committees of the City Council and, finally, as a whole, by the Finance and General Purposes Committee. After the Budget has been passed by the City Council and approved by the Governor in Council, heads of departments are responsible for keeping their expenditure within the authorised amounts, but the approved budget may be varied from time to time during the financial year by supplemental budgets.

The maximum rates which the City Council may levy on property owners are prescribed by law. The rates actually collected at the end of 1954 were:—

General purpose rate	..	30 per cent of assessed value of the property (since 1953—maximum).
Improvement rate	..	2 per cent (since 1928—the maximum is 5 per cent and the proceeds are handed over to the Singapore Improvement Trust, <i>see</i> Chapter VIII).
Education rate	..	2 per cent (since 1920—the maximum: the proceeds are handed over to the Education Finance Board, <i>see</i> Chapter IX).

The rates and taxes are paid into a consolidated rate fund and are kept separate from the monies belonging to the trading departments of the City Council. Further information on the City Council is given in Chapters XIV and XVIII.

The Municipal budget for 1954 provided for a total expenditure of \$116 millions as compared with somewhat more than \$122 millions for 1953. Of the total anticipated expenditure of \$116 millions, nearly \$80 millions was to be met from revenue (as compared with \$69 millions in 1953) and a little over \$36 millions from loans (as compared with \$53 millions in 1953). These figures indicate that the City Council reached the peak of expenditure on its present programme of loan account projects in 1953 and that pressure in that direction is now likely to abate gradually.

The consolidated rate fund budget provided for the expenditure of practically \$10 millions on special services projects of which, in accordance with the policy over the past few years, the largest share

(over \$4 millions) was for sewerage extensions. Other substantial provisions for special services included \$1.3 millions for surface water drainage, \$1.4 millions for road improvements and \$800,000 for the construction of labourers' quarters.

Four supplemental budgets providing for additional expenditure of \$13 millions were passed during the course of the year thereby increasing the total estimated expenditure for the year to approximately \$93 millions on revenue account. Actual expenditure, however, fell short of this figure by about \$10 millions, as shown in the statement on the previous page.

The supplemental budgets also increased the estimated Loan Account expenditure for the year by nearly \$5 millions, but again actual expenditure fell short of the estimates.

CITY COUNCIL LOAN ACCOUNT EXPENDITURE

1954 Revised Estimates

				\$	\$
CONSOLIDATED RATE FUND:					
Developmental Roads	..	..	..	21,315	
Abattoirs	..	..	..	10,000	
Alexandra Fire Station	..	..	..	128,259	
City Hall Alterations	..	..	..	200,000	
					<hr/> 359,574
ELECTRICITY DEPARTMENT:					
Pasir Panjang Power Station	..	..	..	20,180,000	
Other Extension Schemes	..	..	..	10,831,585	
Quarters for Staff	..	..	..	257,310	
New Stores and Workshops	..	..	..	850,000	
					<hr/> 32,118,895
GAS DEPARTMENT:					
Sundry Extensions	..	..	..		1,301,208
WATER DEPARTMENT:					
Extension Schemes	..	..	..	6,579,197	
Quarters for Staff	..	..	..	622,793	
					<hr/> 7,201,990
					<hr/> 40,981,667

The above expenditure was largely financed from the proceeds of a \$30 millions loan successfully floated locally in November, 1954. Details of the public debt of the City Council are given in the table on the next page.

CITY COUNCIL OF SINGAPORE

Public Debt as at 31st December, 1954

<i>Description</i>	<i>Amount</i>	<i>Interest Payable</i>		<i>Earliest date of Redemption</i>
	\$ c.			
DOLLAR DEBENTURE STOCKS				
4½% Singapore Municipal Debenture Stock 1955	634,900 00	31st March	30th Sept.	30th Sept., 1955
4% Singapore Municipal Debenture Stock 1963 Series B ..	967,545 00	31st March	30th Sept.	30th Sept., 1963
5% Singapore Municipal Debenture Stock 1956/1966	22,000,000 00	1st May	1st Nov.	1st May, 1956
4½% Singapore Municipal Debenture Stock 1970/1980	6,000,000 00	1st March	1st Sept.	1st Sept., 1970
3% Singapore Municipal Debenture Stock 1958	4,000,000 00	15th May	15th Nov.	15th May, 1958
3% Singapore Municipal Debenture Stock 1962	2,750,000 00	15th May	15th Nov.	15th May, 1962
3% Singapore Municipal Debenture Stock 1975/1985	4,000,000 00	1st April	1st October	1st April, 1975
4% Singapore Municipal Debenture Stock 1959	5,000,000 00	31st March	30th Sept.	30th Sept., 1959
3½% Singapore Municipal Debenture Stock 1968/1973	30,000,000 00	20th Jan.	20th July	20th July, 1968
3½% Singapore Municipal Debenture Stock 1961/1971	25,000,000 00	31st March	30th Sept.	30th Sept., 1961
5% Singapore City Council Debenture Stock 1962/1972	25,000,000 00	1st March	1st Sept.	1st Sept., 1962
4½% Singapore City Council Debenture Stock 1963/1973	30,000,000 00	1st May	1st Nov.	1st Nov., 1963
4% Singapore City Council Debenture Stock 1965/1977	30,000,000 00	31st March	30th Sept.	31st March, 1965
3% Government of the Colony of Singapore Loan 1949	4,589,539 00	31st March	30th Sept.	—
Total Dollar Debenture Stocks	189,941,984 00			
STERLING DEBENTURE STOCKS				
4% Singapore Municipal Debenture Stock 1963 Series B (£123,325 at 2/4)	1,057,071 43	31st March	30th Sept.	30th Sept., 1963
Total Public Debt	190,999,055 43			

Note:—There are Sinking Fund accumulations amounting to approximately \$46 millions as at 31st December, 1954.

RURAL BOARD

The area for which the Rural Board is responsible includes all that portion of Singapore Island outside City limits and the out-lying islands in Colony waters.

Although the Rural Board collects its own rates and various fees for licences, and receives also a proportion of the vehicle taxes collected by the City Council, the revenue received does not cover the total expenditure. The deficit is met by a contribution from the Singapore Government. Over the past three years, expenditure has increased considerably and with the greater development of the rural areas further increases are to be expected.

During 1954 the total expenditure was estimated to be \$6,798,730. Revenue was estimated at \$2,641,400. The main items of actual revenue and expenditure are given on the next page.

SINGAPORE IMPROVEMENT TRUST

The financial affairs of the Singapore Improvement Trust are governed by the provisions of Part III of the Singapore Improvement Ordinance.

The Chairman of the Board prepares the annual budget which is laid before the Board and subsequently submitted to the Governor in Council for approval. The accounts of the Trust are audited by the Government auditors and the report of the auditors thereon is submitted annually to the Governor.

The sources of the Trust's revenue, other than the rent which accrues from its housing estates (which consist of more than 12,000 units) are a two per cent improvement rate levied on properties in the city area and an equivalent contribution from Government.

Rents are charged covering the cost of repayment of loans and interest, management, maintenance and City Council assessment. In all recent building schemes the Government has undertaken to write off part of the capital cost in order that the Trust may charge rents within the means of the people for whom the housing is intended. As a result the Trust's flats have been brought within the reach of persons with small incomes.

An account of the Trust's activities is given in Chapter VIII.

Under the provisions of the Ordinance the Trust borrows money from the Government to carry out its housing schemes. The position in regard to loans, totalling \$92.9 millions which have been granted up to the end of 1954 is shown on page 57.

RURAL

REVENUE

REVENUE	1952	1953	1954
	\$	\$	\$
Rates (property assessment, etc.)	830,589	909,727	1,170,762
Licence (dogs, pigsties, public markets, etc.) ..	97,082	132,431	163,557
Fees (building plans, petroleum storage, etc.) ..	347,315	478,790	664,321
Other, including operation of quarry	188,278	204,340	286,616
Contributions from Colony Government	1,409,554	1,653,546	2,210,384
Proportion of vehicle licence fees collected by City Council under Road Traffic Ordinance, 1941 ..	694,932	743,653	786,661

Total ..	3,567,650	4,122,487	5,282,301
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BOARD

AND EXPENDITURE

EXPENDITURE				1952	1953	1954
				\$	\$	\$
<i>Recurrent Expenditure</i>						
<i>Health</i>						
Conservancy .. .. .	..	..	..	361,097	440,180	558,843
Anti-Mosquito Works .. ..	..	..	..	149,595	191,942	262,517
Other Measures .. .. .	..	..	..	66,030	78,255	105,405
<i>General</i>						
Salaries and Allowances .. ..	..	..	..	388,282	551,569	507,825
Contribution to Fire Brigade .. ..	..	..	..	187,000	95,000	95,000
Street Lighting .. .. .	..	..	..	15,585	50,187	95,397
Fire Hydrants and Water Supply .. ..	..	..	..	197,472	324,921	492,219
Improvements to Rural Areas .. ..	..	..	..	..	108,343	67,003
Purchase of Land .. .. .	..	..	..	39,807	130,211	88,744
Other .. .. .	..	..	..	85,194	113,135	127,778
<i>Public Works</i>						
Maintenance of Roads and Bridges .. ..	..	..	..	307,511	284,169	392,485
Maintenance of Bukit Timah Quarry .. ..	..	..	..	151,754	159,092	197,452
Other .. .. .	..	..	..	225,895	129,385	193,253
<i>Special Expenditure</i>						
Changi Coast Road .. .. .	..	..	..	64,041	141,208	391,081
Community Hall, Bukit Panjang .. ..	..	..	..	..	60,938	35,151
Reserve Roads .. .. .	..	..	..	83,329	42,704	85,177
Reconstruction and Improvement of Roads .. ..	..	..	..	480,817	673,463	193,850
Resurfacing and Sealing of Roads .. ..	..	..	..	251,352	216,299	334,759
Other .. .. .	..	..	..	512,889	331,486	1,058,362
Total ..				3,567,650	4,122,487	5,282,301

SINGAPORE IMPROVEMENT TRUST

INCOME AND EXPENDITURE ACCOUNT, 1954

<i>Income</i>	\$	<i>Expenditure</i>	\$
Balance as at 1st January, 1954	—	Personal Emoluments	1,652,300
Improvement Rate	1,170,000	Administration	621,058
Government Contribution	1,100,000	Management of property including pay- ment of Assessment	3,308,860
Rents	6,118,680	Back Lanes	178,000
Service Charges Recovered	487,595	General Improvement Plan	252,500
Estates Conservancy Charges Recovered	82,650	Loan Charges	2,384,125
Back Lanes—Compensation and Expenses under sections 145 and 148, Municipal Ordinance (Chapter 133) recovered	21,600	Housing and Development Schemes	170,000
Survey Costs Recovered	20,000	Improvement Schemes	47,500
Sale of Land	108,300	Constructional Plant and Machinery	324,000
Miscellaneous	13,400		8,938,343
Hire of Earthmoving Machinery	690,000	Estimated Balance as at 31st December, 1954	3,218,056
Stamp Fees on Writs of Distress Re- covered	12,000		
Leasehold Shop Lettings ingoing premium	10,000		
	<u>9,834,225</u>		
			<u>12,156,399</u>

SINGAPORE IMPROVEMENT TRUST LOANS

	<i>Amount of Loan</i>	<i>Rate of Interest</i>	<i>Terms of Repayment</i>	<i>Amount Repaid (1954)</i>
	\$			\$ c.
(i) Building Scheme No. 1..	5,000,000	3 per cent p.a.	Repayable by half-yearly instalments of \$40,000 over a period of 60 years, plus an initial instalment of \$200,000	680,000 00
(ii) Building Scheme No. 2..	5,000,000	3 per cent p.a.	Repayable by half-yearly instalments of \$40,000 over a period of 60 years, plus an initial instalment of \$200,000	520,000 00
(iii) Building Scheme No. 3..	12,500,000	3 per cent p.a.	Repayable by half-yearly instalments of \$103,000 over a period of 60 years, plus an initial instalment of \$140,000	655,000 00
(iv) Building Scheme No. 4..	16,000,000	4 per cent p.a.	Repayable by half-yearly annuities over a period of 60 years	135,063 44
(v) Building Scheme No. 5..	21,000,000	4 per cent p.a.	Repayable by half-yearly annuities over a period of 60 years	—
(vi) Building Scheme No. 6..	23,900,000	4 per cent p.a.	Repayable by half-yearly annuities over a period of 60 years	—
(vii) Building Scheme No. 7..	9,500,000	3 per cent p.a.	Repayable by half-yearly annuities over a period of 40 years	—

SINGAPORE HARBOUR BOARD

The Singapore Harbour Board is constituted under the Ports Ordinance and consists of a Chairman (who is also General Manager) and not more than ten other members comprising representatives of the shipping and trading communities and one senior Government official.

The accounts of the Board are audited by the Government auditors. The Board is required to be self-supporting and is empowered under the provisions of the Ordinance to frame scales of charges in respect of the services provided within the area under its control. These charges, together with rents from lands and buildings, constitute the main revenue of the Board and were completely revised in 1954. Any surplus which remains from revenue after expenditure has been met is devoted to the improvement and development of the existing facilities.

The Board is possibly unique as a port authority in that it not only employs directly all labour engaged in working cargo both on the wharves and on vessels, but it also owns and operates two dockyards capable of effecting major repairs to vessels of the largest class. It employs approximately 10,000 persons the majority of whom are housed on the Board's estate and maintains a police force numbering 338 together with a well equipped fire brigade.

THE SINGAPORE HARBOUR BOARD

INCOME AND EXPENDITURE ACCOUNT FOR THE YEAR ENDED 30TH JUNE, 1954

<i>Income</i>					\$
Traffic Department:					
Wharfage, wharf labour earnings, storage, water sales, tugs earnings, etc.	..	..	..	..	24,104,295
Dockyard Department:					
Dry docks earnings, repairs and painting of vessels and general repair work	..	..	..	..	18,520,809
Electrical Department:					
Electric light and power supplied	..	..	..	..	220,642
Rents of properties and sundry receipts	..	..	..	..	786,442
					<hr/>
					43,632,188
War Adjustment Account	..	..	..	..	23,211
					<hr/>
					43,655,399
<i>Expenditure</i>					\$
Departmental wages and salaries, materials consumed, repairs and running costs and working expenses:					
Traffic Department	..	..	..	..	16,178,248
Dockyard Department	..	..	..	..	12,223,611
Electrical Department	..	..	..	..	28,597
					<hr/>
					28,430,456
General Establishment: Wages and salaries and administration expenses, house property and general building repairs, police service and municipal assessment					
	..	..	..	..	7,204,346
Loan Interest and Sinking Fund Charges	..	..	..	..	1,820,419
Cost of partly restoring assets lost or damaged during the war	..	..	..	..	99,428
					<hr/>
					37,554,629
Balance surplus before providing for renewals	..	..	..	..	6,100,750
Balance brought forward from the last account	..	..	..	..	726,034
					<hr/>
					6,826,784
Transfers to Reserves:					
General	..	..	..	..	2,000,000
The Queen's Dock	..	..	..	..	1,000,000
Renewals	..	..	..	..	1,000,000
Building	..	..	..	..	2,000,000
					<hr/>
					6,000,000
Balance carried forward to the next account					<hr/>
					826,784

It has been the policy of the Board to charge rates as low as are compatible with the proper maintenance of its assets and the grant of increased living standards to its employees, and the extent to which this policy has been successful may be gauged from the fact that, as compared with 1949, the aggregate net registered tonnage of vessels has increased by 71 per cent and the total tonnage of cargo handled has increased by 56 per cent. Since 1949, \$31 millions has been added to reserve funds whilst major development programmes now in progress, including the construction of a new graving dock are estimated to cost \$60 millions. An account of the Board's undertaking is to be found in Chapter XV.

COLONIAL DEVELOPMENT AND WELFARE SCHEMES

Progress on expenditure of Colonial Development and Welfare money has in some instances been disappointing. In the case of schemes for the construction of an Adult Education Centre, a Boys' Hostel and a Girls' Hostel/Club, the delay has been largely due to the difficulty of finding suitable sites at a place where the facilities to be offered by the institutions were most needed and it is believed that the work will not now be completed until the 31st of March, 1956. The full programme of work connected with the expansion of the Leper Settlement that was originally intended to be financed from Colonial Development and Welfare grants has been completed. There has been no expenditure in 1954 on the Urban Health Centre as the scheme did not receive sanction till towards the end of the year. Part of the money now appropriated for this scheme had previously been allocated for the School Medical and Dental Clinic and for Child Welfare Clinics in the City Council area, as the work which would have been done by these clinics is to be taken over by the Health Centre. The construction of the Queen's Dock is making good progress. In recent years it has been found that dry dock facilities at Singapore, particularly for larger vessels, have been inadequate, and the construction of this new dock at a cost of \$6 millions, of which \$1½ millions is a loan from Colonial Development and Welfare sources and the balance is being found from the Singapore Harbour Board's own resources, will be a big contribution towards the efficiency of the port.

The construction of the new International Airport at Paya Lebar made good progress, though towards the end of 1954 there were delays owing to inclement weather. By the end of the year \$17 millions had been spent including \$4.3 millions from a Colonial Development and Welfare grant of \$10 millions. The total cost is estimated at \$37.7 millions.

The Regional Fisheries Research Scheme has not made the progress that had been hoped as the plans both for the laboratory buildings and for the research vessel had to be completely redrafted. During 1954 work was begun on building the laboratory. Three houses for senior members of the staff were completed and taken into use.

COLONIAL DEVELOPMENT AND WELFARE SCHEMES

<i>Nature of Scheme</i>	<i>Total cost of scheme</i>	<i>To be met from Colony funds</i>	<i>Total grant under C.D. and W. Act</i>	<i>Spent from Colony funds up to 31-12-54</i>	<i>Spent from C.D. and W. grants up to 31-12-54</i>
	\$	\$	\$	\$ c.	\$ c.
<i>Scheme No. D. 1678</i>					
Child Welfare Clinics ..	139,414	Nil	139,414	Nil	79,011 43
<i>Scheme No. D. 1892</i>					
Adult Education Centre ..	350,000	50,000*	300,000	Nil	Nil
<i>Scheme No. D. 790 (A and B)</i>					
Social Science Training ..	27,257	Nil	27,257	Nil	27,257 00
<i>Scheme No. D. 1476</i>					
Expansion of Leper Settlement	624,000	Nil	624,000	Nil	589,182 85
<i>Schemes Nos. D. 1493 and D. 1493a</i>					
Child Welfare Clinics ..	405,000	Nil	405,000	Nil	304,125 00
<i>Scheme No. D. 1598</i>					
Boys' Hostel and Girls' Hostel/Club ..	300,000	Nil	300,000	Nil	Nil
<i>Scheme No. D. 2386</i>					
Urban Health Centre ..	1,500,000	Nil	1,500,000	Nil	Nil
<i>Scheme No. D. 1785</i>					
Dry Dock ..	6,000,000	4,250,000†	1,750,000	1,835,714 00	1,250,000 00
<i>Joint Schemes</i>					
<i>Scheme No. D. 1912</i>					
International Airport, Paya Lebar ..	37,710,000	27,710,000	10,000,000	13,427,330 00	4,333,830 00
<i>Scheme No. D. 1706</i>					
Upper Air Programme and Regionalisation of Stores ..	462,730	96,730	366,000	77,260 00	267,000 00
<i>Regional Research Scheme</i>					
<i>Scheme No. R. 440</i>					
Regional Fisheries Research Scheme ..	2,546,750	685,720‡	1,861,030	101,821 00	446,228 00

* To be raised by public subscriptions

† To be met from Singapore Harbour Board funds

‡ Part recoverable from the Federation of Malaya, North Borneo, Sarawak and Brunei.

CHAPTER V

Currency and Banking

CURRENCY

UNDER a Currency Agreement between the Governments of the Federation of Malaya, Singapore, Sarawak, North Borneo and Brunei, which became effective on the 1st January, 1952, the Malaya and British Borneo Currency Commissioners have the sole right to issue notes and coin in these five territories and, as a backing for the currency, they manage a Currency Fund consisting of sterling securities. The Board consists of five members, of whom two are the Financial Secretaries of Singapore and the Federation of Malaya, one is appointed jointly by the Governors of Sarawak, North Borneo and the British Resident, Brunei, while the remaining two are appointed by the participating governments acting in concert. The Chairman of the Commissioners is the Financial Secretary of Singapore.

Currency issued by the Board is the only legal tender in the Colony and its dependencies, Christmas and Cocos Islands. The standard unit of currency is the Malayan dollar, which is on the sterling exchange standard and fixed at 2s. 4d. This currency is also legal tender throughout the Federation of Malaya, Sarawak, North Borneo and Brunei.

The following types of currency are issued and were in circulation as legal tender during the year:—

- (i) currency notes bearing the inscription of the Board of Commissioners of Currency, Malaya, and dates not earlier than 1st July, 1941 in denominations of one, five, ten, twenty and fifty cents, for the payment of any amount not exceeding two dollars;
- (ii) currency notes bearing the inscription of the Board of Commissioners of Currency, Malaya, and dates not earlier than 1st July, 1941 in denominations of one, five, ten, fifty, one hundred, one thousand and ten thousand dollars, for the payment of any amount;
- (iii) currency notes bearing the inscription of the Board of Commissioners of Currency, Malaya and British Borneo, and bearing the effigy of Her Majesty the Queen and dated 21st March, 1953 in denominations of one, fifty and one hundred dollars for the payment of any amount;

- (iv) cupro-nickel coin in denominations of five, ten, twenty and fifty cents, for any amount not exceeding two dollars;
- (v) copper and bronze coin in denominations of one quarter and one half of one cent, and one cent, for any amount not exceeding two dollars.

All notes and cupro-nickel coins mentioned above were issued into circulation after September, 1945; copper and bronze coins have been issued both before and since the war. Cupro-nickel coins of a new design in denominations of five, ten, twenty and fifty cents and bearing the effigy of Her Majesty the Queen were issued into circulation during the year.

No figures of actual circulation can be given for Singapore alone. The figures given below show total currency in circulation on 31st December, 1954 in the several territories, including currency which may be circulating in adjoining foreign countries.

			\$
Notes	..	..	778,958,620
Cupro-nickel coins	..	..	22,542,103
Nickel coins	..	..	110,100
Copper and Bronze coins	..	..	3,934,307
			<hr/>
			805,545,130

During the month of December, 1954 currency circulation increased by \$42.07 millions on account of sterling remittances amounting to £4.93 millions.

BANKING

The Industrial and Commercial Bank Ltd., which was given a licence in 1953, began business in 1954.

The following banks carried on business in the Colony during the year:—

American Express Co. Inc.*	Eastern Bank Ltd.
Ban Hin Lee Bank Ltd.†	Hongkong & Shanghai Banking Corporation.
Bank of Canton Ltd.‡	Indian Bank Ltd.
Bank of China.	Indian Overseas Bank Ltd.
Bank of East Asia Ltd.‡	Industrial and Commercial Bank Ltd.§
Bank of India Ltd.	Kwangtung Provincial Bank Ltd.
Banque de l'Indo-Chine.	Kwong Lee Banking Co. *||
Chartered Bank of India, Australia & China.	Lee Wah Bank Ltd.§
Chung Khiaw Bank Ltd.§	Mercantile Bank of India Ltd.

* Banks not members of the Malayan Exchange Banks Association.

† Head office in Penang.

‡ Bank incorporated in Hong Kong.

§ Banks incorporated in Singapore.

|| This Bank is a partnership business registered in Singapore.

National City Bank of New York.
 Nationale Handelsbank, N.V.
 Netherlands Trading Society.
 Oversea-Chinese Banking Corpora-
 tion Ltd.*

Overseas Union Bank Ltd.*
 Sze Hai Tong Banking & Insurance
 Co., Ltd.*
 United Chinese Bank Ltd.*
 United Commercial Bank Ltd.

* Banks incorporated in Singapore.

In addition to these banks a number of remittance shops operated under permit in Singapore for the transmission of family remittances to China, particularly to areas where there are no banking facilities.

Post Office Savings Bank

The Singapore Post Office Savings Bank began operations as a separate entity on the 1st January, 1949. The Savings Bank which until then had covered the whole of the Straits Settlements, was divided by transferring the Penang and Malacca divisions to the Federation of Malaya and by the severance of the Labuan division.

The number of depositors in the Singapore Post Office Savings Bank on 31st December, 1954, was 142,361 as compared with 128,839 on 31st December, 1953, an increase of 10.5 per cent. During the year 17,456 new accounts were opened and 3,934 accounts were closed.

The Students Saving Scheme introduced in September, 1952 made steady progress. By saving \$50,000 during the year, students have brought their total to \$116,000 since the inception of the Scheme.

The amount standing to the credit of the depositors on 31st December, 1954 exclusive of interest was approximately \$53,733,812 as compared with \$48,714,190 on the 31st December, 1953, an increase of 10.3 per cent. The average amount to the credit of each depositor was \$377 as compared with \$378 in 1953. The number of transactions during the year was 295,093 compared with 269,743 in 1953, an increase of 25,350. Interest is paid by the Post Office Savings Bank to depositors at the rate of $2\frac{1}{2}$ per cent per annum.

The Bank offers maximum security with a minimum of restriction. Deposits and withdrawals can be made at any Post Office in Singapore. Up to one hundred dollars can be withdrawn on demand.

BANK RATES OF EXCHANGE

The rates to merchants at the close of the year 1953 of $\frac{2}{3}$ 29/32 and $\frac{2}{4}$ 1/32 continued up to 20th September, 1954, when the Malayan dollar was at par with sterling, that is to say, the Malayan Exchange Banks Association's best agreed rates to merchants were 1/16 either side of 2s. 4d. From 25th September, 1954 the rates were $\frac{2}{4}$ selling

and $2\frac{1}{4}\frac{1}{32}$ buying; they were further increased to $2\frac{1}{4}\frac{1}{32}$ and $2\frac{1}{4}\frac{5}{32}$ respectively on 15th December, 1954, following the rise in the prices of rubber and tin. During the month of December, 1954, the Currency Commissioners issued cash against sales of sterling resulting in an expansion of currency circulation amounting to \$42,069,333.34.

Changes in the Malayan Exchange Banks Association's best agreed sterling rates to merchants and also highs and lows of rates on the Commonwealth countries as well as the United States and Canada are shown below:—

		<i>Banks' selling rate for telegraphic transfers or on demand draft</i>		<i>Banks' buying rate for telegraphic transfers</i>	
On London	2nd Jan. 1954 ..	2/3	29/32	2/4	1/32
	20th Sept. 1954 ..	2/3	15/16	2/4	1/16
	25th Sept. 1954 ..	2/4		2/4	1/8
	15th Dec. 1954 ..	2/4	1/32	2/4	5/32
On Australia	Lowest	2/10	13/16	2/11	3/16
	Highest	2/10	31/32	2/11	11/32
On New Zealand	Lowest	2/3	7/8	2/4	5/16
	Highest	2/4		2/4	7/16
On Burma	Lowest	155		156	
	Highest	155	5/8	156	5/8
On India	Lowest	155		156	
	Highest	155	5/8	156	5/8
On Ceylon	Lowest	154	5/8	155	5/8
	Highest	155	1/8	156	1/8
On Pakistan	Lowest	107	1/2	108	3/8
	Highest	108		108	7/8
On Hongkong	Lowest	53	7/16	52	15/16
	Highest	53	9/16	53	1/16
On U.S.A.	Lowest	32	1/2	32	11/16
	Highest	32	11/16	32	15/16
On Canada	Lowest	31	3/8	31	3/4
	Highest	32	1/4	32	9/16

From the beginning of the year until the end of May the Malayan Exchange Banks Association's agreed minimum rates of interest for advances were as follows:—

Advances against Government and/or Municipal					
Securities .. .. .	..	..	..	4½	per cent p.a.
Clean Advances .. .. .	..	..	..	4½	per cent ..
Advances against Commodities .. .. .	..	..	..	4½	per cent ..
Advances against Stocks and Shares .. .. .	..	..	..	5½	per cent ..
Advances against Property .. .. .	..	..	..	6	per cent ..

Following a lowering of the Bank rate in London on the 13th May from $3\frac{1}{2}$ per cent to 3 per cent the Association, on 1st June, 1954, reduced the rate on the first three categories above from $4\frac{1}{2}$ per cent to 4 per cent.

CHAPTER VI

Trade

IT WAS the intention of Sir Stamford Raffles, when he first arrived, that Singapore should be a free port acting as the entrepôt for the surrounding territories of South-East Asia. This principle of freedom of trade has been the corner-stone of Singapore's policy throughout the 136 years of its existence and, together with the accumulated experience and skill of its merchants, has been the guarantee of its continued prosperity. It has enabled it to take the fullest opportunity not only of the increasing volume of demand in its traditional entrepôt areas, but of the twentieth century expansion of international trade which has enabled its commerce to reach all parts of the globe.

Trading conditions improved during the course of 1954. During the early months, the volume and value of the Colony's trade continued to follow the declining trend apparent in the previous year, but an unspectacular but steady increase in the prices of rubber and tin soon made itself felt. Tin prices levelled off by the middle of the year, but rubber continued its upward movement and maintained this progress for the rest of the year.

This buoyant tendency of the major products provided the stimulus necessary to improve the general terms of trade and to carry the overall value of foreign trade beyond the figures attained in 1953. Imports decreased slightly by \$13.1 millions but exports increased by \$78.6 millions so that the overall increase was \$65.5 millions including parcel post and bunker fuel. The total value of trade for the year was \$4,506 millions.

Competition became keener as the year progressed and stocks, particularly of textiles, which had proved unsaleable over the preceding eighteen months were finally disposed of, while newer and wider ranges of all types of goods made their appearance on the market.

Although the overall figures are encouraging, the entrepôt trade still suffers from the strict licensing policies of neighbouring territories. Exports to Indonesia were lower than in preceding years, although in the latter part of 1954 a degree of recovery was made. Trade with Thailand, although more stable, showed a declining trend.

COMMODITIES

Owing to the increase in the prices of Singapore's principal export commodities, and the relative stability in prices of imports, there was a steady improvement in the Colony's terms of trade throughout the year. The position at the end of December showed a deficit of \$391 millions on visible trade as compared with the overall deficit of \$360 millions in 1953. Particulars of the value of principal items of trade are given in the graph on another page. Figures do not include trade between Singapore and the Federation, which is substantial. Exports include re-exports.

TRADE IN PRINCIPAL COMMODITIES

(by volume)

IMPORTS			EXPORTS		
1952	1953	1954	1952	1953	1954
317,790	252,578	317,965	Rubber (tons)	555,343	506,480 555,295*
..	..	..	Tin (tons)	27,013	26,853 33,276
92,348	63,734	85,433	Sugar, coarse and refined (tons) ..	9,055	5,977 14,056
5,384	5,627	12,597	Coffee, raw (tons) ..	1,998	3,486 16,642
188,334	152,425	110,995	Cotton Piece Goods (1,000 sq. yds.) ..	134,388	114,677 38,625
109,066	40,894	58,328	Art Silk Piece Goods (1,000 sq. yds.) ..	69,425	23,916 16,727
77,186	67,610	105,412	Copra (tons)	46,236	55,794 53,995
974	614	673	Coconut Oil (tons) ..	23,999	13,712 35,537
37,182	23,745	12,160	Fish, dried and salted (tons) ..	40,406	27,605 11,389
248,014	148,919	73,544	Bicycles (Nos.)	170,715	54,341 20,439
1,248,996	792,115	956,351	Clocks and Watches (Nos.) ..	243,052	179,543 91,184
5,689	711	123	Cloves (tons)	6,059	805 239
1,462,355	1,170,848	1,219,545	Milk, sweetened condensed (Cases) ..	365,316	206,612 95,966
4,495	8,657	18,025	Pepper (tons)	4,643	8,829 17,596
343,693	306,362	200,442	Rice (tons)	92,387	43,367 48,533
68,976	67,536	64,454	Wheat flour (tons) ..	7,310	7,330 9,841
11,217	11,131	11,033	Cigarettes (1,000 lbs.) ..	3,916	3,708 3,733
17	20	22	Canned Pineapples (tons) ..	10,913	16,264 19,890
95	482	158	Palm Oil (tons)	31,865	26,174 24,645
79,167	41,065	70,773	Sewing Machines (Nos.) ..	22,521	18,719 28,193
238,997	197,594	218,636	Cement (tons)	15,147	12,935 10,489
21,612	34,751	11,180	Galvanised Iron Sheet (tons) ..	12,832	22,789 3,760
3,816	954	589	Motor Buses, Trucks, etc. (New) (Nos.) ..	778	302 242
7,285	4,277	4,149	Motor Cars (New) (Nos.) ..	619	436 473

*Including transhipment.

Rubber

1954 has been a very satisfactory year for the Singapore natural rubber market. In February the Federal Facilities Corporation of the U.S.A. forecast a substantial reduction in the quantity of American synthetic rubber to be marketed during the year. Later it became apparent that the earlier fears of a burdensome surplus of natural rubber during the year were unjustified. In consequence consumers tended to increase their working stocks above the hand-to-mouth level held for so long. The healthier statistical position for natural rubber was the underlying factor influencing the rise in price; political factors also played their part. The firm trend in the rubber market commenced in April and continued throughout the year, a steep rise in prices making itself felt during the last quarter.

AVERAGE MONTHLY PRICE OF RUBBER

(Straits cents per pound)

			<i>Ribbed Smoked Sheet</i>		
1952			<i>Grade 1</i>	<i>Grade 3</i>	<i>Crepes Blanket</i>
April	..	..	109.6	104.5	76.5
December	..	..	91.7	83.7	79.0
1953					
April	..	..	68.3	63.0	61.0
December	..	..	59.6	56.5	49.5
1954					
January	..	..	55.9	53.8	46.2
April	..	..	60.5	58.5	55.8
August	..	..	67.2	66.3	64.3
December	..	..	86.0	83.5	79.2

The International Rubber Study Group held a meeting in Colombo in May. It was decided to shelve for the time being the plans for an international rubber buffer stock designed to stabilize world rubber prices at equitable levels.

In May the U.S. Government announced a permanent policy for the sale of its strategic rubber stocks under which the amount of inferior rubber to be replaced by better grades would be limited, and sales from and replacements to the stockpile would be carried out simultaneously at the same price levels. This had the effect of reducing the difference in price between the higher and lower grades of rubber to normal with beneficial results on the stability of the rubber market.

Singapore rubber traders convened a conference in Singapore in April to discuss questions of packing and quality with representatives

of producers and consumers in all countries. As a result of the conference representatives from the U.S.A. were able to learn at first hand the difficulties existing since the war, especially the lack of suitable material in Singapore for the manufacture of remilled rubber of the grades specified by the Rubber Manufacturers' Association of the United States of America. Seven additional special Singapore grades, though not classified as standard R.M.A. grades, were accepted by the rubber trade of the U.S.A. and by other principal importers.

Tin

The bulk of tin ore smelted in Pulau Brani, off Singapore, is obtained from mines in the Federation.

EXPORTS OF TIN
(by value in Malayan dollars)

	1952	1953	1954
United Kingdom	34,084,019	7,887,040	11,084,287
United States	74,450,406	97,502,507	116,646,632
Germany	8,282,825	778,783	320,789
Japan	3,841,335	11,348,529	7,198,251
Italy	14,132,009	10,325,824	6,826,630
France	12,167,578	8,872,885	11,960,140
Netherlands	42,406,321	8,527,050	6,134,158
Other Countries	28,064,190	27,048,883	35,824,440
Totals ..	217,428,683	172,291,501	195,995,327

The price of tin stood at \$314 per picul (133½ lbs.) at the beginning of the year, rising progressively during March and April as previous fears that the United States Government would stop buying tin for their strategic stockpile were dispelled. From May to October the price remained steady around the \$360 level except for a sharp rise in July. It declined slightly during November and December owing to increasing mine output, and uncertainties about U.S. stockpiling and about the ratification of the International Tin Agreement.

This Agreement, signed earlier in the year by sufficient consumer and producer countries to bring it into force when ratified, provides for the setting up in London of an International Tin Council to operate a buffer stock to regulate prices.

Petroleum Products

Singapore is a large consumer of petroleum products, of which a considerable proportion comes from Sarawak and Indonesia. There are two large bulk installations at Pulau Bukom and Pulau Sebarok

which store and blend oil for redistribution and ship bunkering, and act as terminals for transshipment of the commodity.

Total imports decreased to \$519 millions and total exports increased to \$352 millions in 1953. Exports for ship and aircraft stores increased very slightly in value from \$107 millions to \$108 millions.

Food

The decision made late in 1953 to free sugar from Government control and return it to commercial procurement was implemented in February, 1954. Supplies during the year were brought in mainly from Taiwan, the United Kingdom, Java and Hong Kong. As the world position improved ample supplies became available at slightly reduced prices.

Rice was the last commodity remaining under ration and price control, and at the beginning of the year the Government had in stock nearly 43,000 tons bought under contracts signed early in 1953. Although rice production during 1953 was beginning to overtake consumption a further contract was signed with Thailand in January, 1954, in order to ensure that Singapore's supply of its most essential food would be safeguarded. This contract provided for the purchase of a minimum quantity of 20,000 tons at prices ranging from £5 12s. 0d. to £10 per ton lower than for the 1953 contract. Owing to difficulties experienced in securing rice of a grade equivalent to the contract samples, it was not until June that the Government accepted its first shipment of 2,000 tons. During the year, in accordance with the terms of the contract, price negotiations took place with the Thai Government and a reduction in the 1954 contract prices of 5 per cent for white rice and 10 per cent for broken rice was eventually arranged. Price control was withdrawn and rationing restrictions were eased in February, 1954 but the Government continued to sell rice both through established wholesalers and by tender in order to clear its previous year's stocks. Government selling prices were constantly adjusted to meet the falling market trends. During the year the Government decided that, although the trading in rice should be freed, it would be necessary to maintain a stockpile as a precaution against any emergency. The details of a stockpiling scheme were worked out by a special committee. Towards the end of the year the Government was able to withdraw entirely from the wholesale and retail trade in rice and to relax control on imports to allow free importation of any grade subject to the importer purchasing a quantity of the Government's stockpile in proportion to the amount of import.

Supplies of flour were adequately maintained and control was removed towards the middle of the year.

As a result of the return of the meat trade in the United Kingdom to commercial channels in August, 1954 the Australian meat market began to sell on a quality basis and prices rose substantially. As the bulk of Singapore's supplies of frozen meat comes from Australia, there was a significant rise in import prices, especially for lamb, though as the result of large stocks on hand it was not necessary to raise retail prices until November.

The supply of locally grown vegetables was seriously reduced by floods towards the end of the year and prices rose considerably. Immediate steps were taken by the Government to rehabilitate farmers affected and supplies are expected to return to normal early in 1955.

Other Commodities

The main pattern of trade in textiles is one of imports from India, Japan and the United Kingdom and re-export to traditional entrepôt countries. During the year, the stocks accumulated in Singapore during 1953 were largely used up and the trade adapted itself to the lower turnover imposed by import restrictions in Indonesia and Thailand. Exports to Indonesia were relatively small during the first half of the year, but showed a welcome increase in the final months.

Substantial imports of copra were received during the year. The greater part of these is used for local consumption and for processing into refined oil and copra cake for overseas. The balance is re-exported after grading. In 1954 China was the largest buyer of crude oil and Burma of refined coconut oil. Supplies from Indonesia increased considerably and, as a result of rising demand and higher prices, local production increased also. 93,824 tons of copra were imported as compared with 59,117 tons in 1953.

Trade in spices continued to be affected by the stoppage of the clove trade with Indonesia. However, exports of pepper (white and black) increased considerably: 8,609 tons valued at \$55 millions were exported in 1953 while 1954 exports were 17,596 tons valued at \$61 millions.

Exports of coffee beans increased from \$9 millions in 1953 to \$59 millions in 1954 while \$27 millions of black tea were sent to the overseas market.

IMPORT AND EXPORT CONTROL

As a member of the sterling area Singapore continues to limit the import of goods from hard currency sources. Licensing of imports is undertaken by the Import and Export Control Division of the Department of Commerce and Industry. The bulk of imports is, however, on open general licence.

A further liberalization of import licensing took place during 1954 and with a few exceptions the only import restrictions remaining at the close of the year were those on the direct import of hard currency goods. Although the sterling area's gold and dollar reserves improved during the year, they had not reached a level at which any general relaxation of dollar import restrictions was possible. Owing, however, to the greater availability of a wide range of goods from non-dollar sources there was a saving of dollar expenditure on these goods. It was decided during the year to extend considerably the list of permissible dollar imports by placing on direct import licence a range of goods hitherto brought in via Hong Kong. Direct dollar imports for the year amounted to \$29 millions compared with \$76 millions in 1953. The main direct dollar imports were wheat flour, apples, oranges, tinplate, manila rope, newsprint, tractors, air-conditioning units, machinery and machinery spares.

Practically all restrictions on imports from Japan were removed during the year. Particular items transferred to the free list were fertilisers, sugar, motor vehicles and roller bearings. Textiles and cement continued to be licensed on a quota basis. The quotas were, however, more than sufficient for trade requirements and were distributed in such a way as to offer the minimum restriction upon individual traders.

The remaining quota restrictions on imports of cameras, radios, motor vehicles and watches and clocks from sources outside both the sterling and dollar areas were removed.

There was a considerable relaxation of export control. The system of licensing exports of rubber was modified and Hong Kong, Macao, South Korea and Formosa became the only destinations for which prior export licences were required. The export of rubber and other strategic materials to China and North Korea continued to be prohibited. Export restrictions remained over a limited range of goods in short supply, principally carbon black, round timber, constructional steel, nitrogenous fertilisers and petroleum.

DISTRIBUTION

The import of manufactured goods and the export in bulk of Straits produce is undertaken largely by companies owned and managed by Europeans.

Dealers are mainly Chinese except in the case of textile merchants who are predominantly Indian and Pakistani. It is these dealers who finance the small trader, breaking down case lots of manufactured

goods and supplying assorted cases on credit. These are then retailed in Singapore, although a high percentage are re-exported to neighbouring countries. The dealer also acts as the essential link between the trader in Straits produce and the export house. He collects the produce and sells it outright to the merchant house which grades, reconditions and despatches overseas.

There are three Chambers of Commerce, the Singapore Chamber, the Chinese Chamber and the Indian Chamber; all three play an important part in the public life of the Colony.

REGISTRATION OF COMPANIES AND TRADE MARKS

The commercial law of Singapore is based largely on that of the United Kingdom with certain reservations and alterations to suit the special type of business carried on in the Colony.

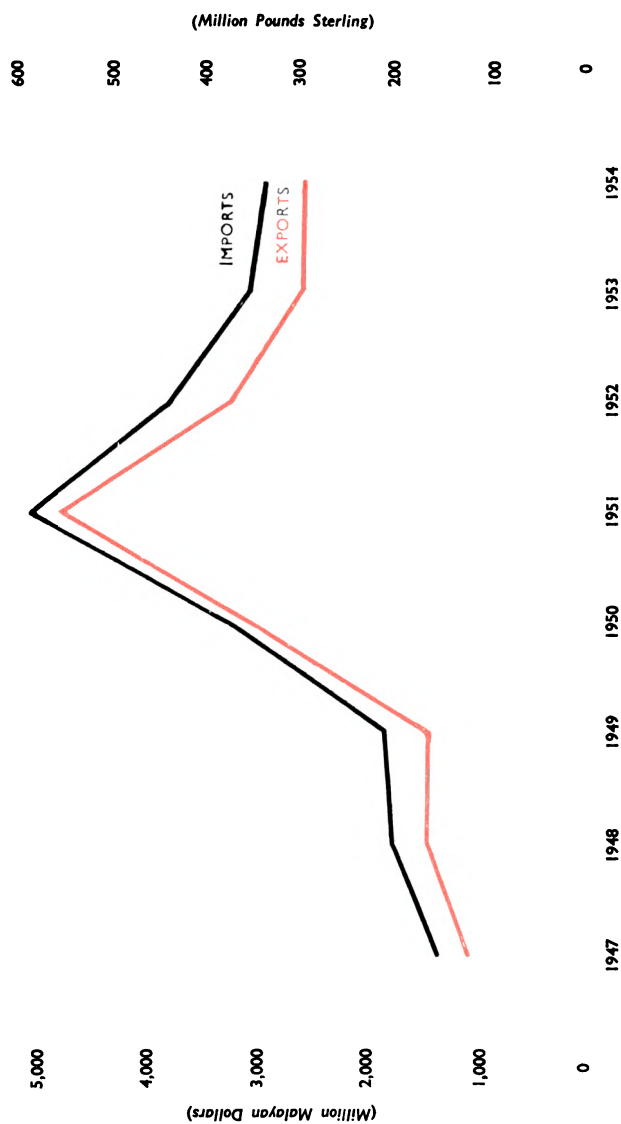
The Companies Ordinance, 1940, is based upon the United Kingdom Companies Act of 1929. The Ordinance provides for the registration of ordinary trading companies, banks, insurance companies and foreign companies with limited liability. Certain types of insurance company are required to lodge a bond with the Government as a safeguard against inability to pay certain kinds of claim. All limited liability companies are required to deposit in the office of the Registrar their annual statement of accounts, a list of shareholders and a statement of directors and particulars of any changes. At the end of 1954 there were 1,366 companies registered in the Registry of Companies, Trade Marks and Patents. Amongst these were 26 banks and 135 insurance companies.

Businesses other than those with limited liability are required to register under the provisions of the Business Names Ordinance, 1947. If a partnership or a sole proprietor carries on business in a name other than their or his own the true names of all concerned must be supplied. These records are open to inspection by the general public. At the end of 1954 there were 21,991 firms or business registered under this Ordinance.

Trade marks and patents are protected as in the United Kingdom. There are arrangements between the Colony and the adjacent territories of the Federation and North Borneo so that an importer or a local trader may be given the maximum protection in the manner of his trading over the whole area. The Ordinances in these territories are almost identical. At the present time there are about 13,000 trade marks on the register from all parts of the world and protection is given to about 400 patents.

IMPORTS & EXPORTS OF SINGAPORE

(Including Trade with Federation of Malaya)



1954 IMPORTS

FOREIGN TRADE OF SINGAPORE

(Gross Value in Millions)

Percentage of Total Value in (\$ million)

14.1 328.7

13.2 307.0

7.0 162.2

4.0 94.6

3.1 72.6

1.9 44.4

3.1 71.1

1.8 43.9

2.4 55.0

49.4 1,150.6

100% 2,330.1 TOTAL IMPORTS, 1954

Total Imports, 1953 \$2,343.2 millions

*Total Imports, 1952 \$2,849.3 Millions

Notes:— Trade with Federation of Malaya is not included in this chart.
*Excluding Parcel Post.

(Figures compiled by)

1954 EXPORTS

Value in (\$ million)	Percentage of Total
--------------------------	------------------------



 1954  1953  1952

1954 IMPORTS
Percentage
of total

Value in
(\$ million)

34.1 795.2

14.6 340.7

9.5 222.1

8.1 189.9

5.7 132.6

5.2 120.1

5.9 136.5

3.6 84.9

2.1 48.2

3.4 78.4

2.9 68.0

4.9 113.5

100%

2,330.1 TOTAL IMPORTS, 1954

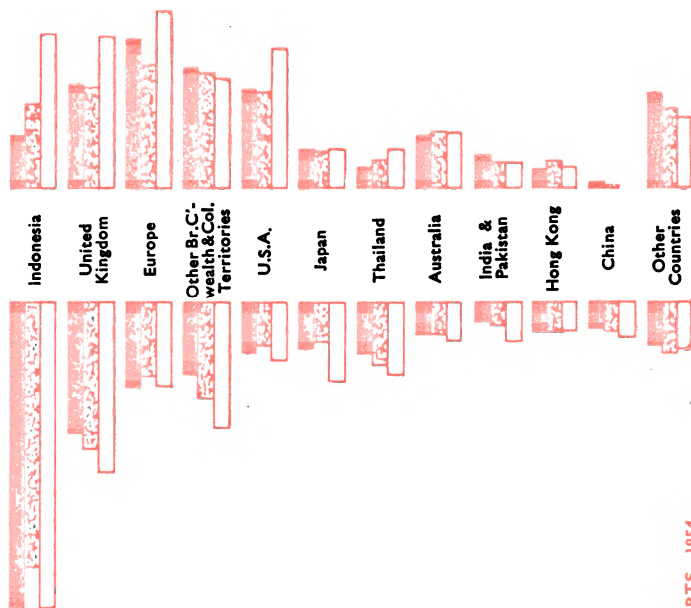
Total Imports, 1953 \$2,343.2 millions

*Total Imports, 1952 \$2,849.3 millions

Notes:— Trade with the Federation of Malaya is not included in this chart.
*Excluding Parcel Post.

FOREIGN TRADE OF SINGAPORE BY PRINCIPAL COUNTRIES

(Gross Value in Millions of Malayan Dollars)



1952

1953

1954

(Figures compiled by the Department of Statistics)

INTERNATIONAL CONFERENCES

Singapore took part in a number of international conferences during the year. The Colony was represented, as a member of the Malaya and British Borneo Group, at the meeting of the Committee on Industry and Trade of the Economic Commission for Asia and the Far East held at Kandy in Ceylon at the end of January, 1954, and also at the Tenth Plenary Session of E.C.A.F.E. in February. Representatives were also sent to the Colombo Plan Consultative Committee at Ottawa during September and October. A Conference on Plant Protection, at which were represented all the major governments of South East-Asia, was held in Singapore during the last month of the year.

TRADE REPRESENTATION

The Governments of Singapore and the Federation of Malaya maintain an office in London where trade enquiries may be made. The address of the Trade Commissioner for Malaya in the United Kingdom is Malaya House, 57, Trafalgar Square, London, W.C.2.

CHAPTER VII

Production

SINGAPORE is primarily a commercial city. Commerce and international trade are the basis of its economy. It is a small island and good agricultural land is scarce. The Government is, however, continuing to survey areas of Crown and alienated land which are suitable for agriculture in order to re-settle people who have been displaced from other areas by industrial development.

During the year, a number of new industries began operation and steady progress was made by other established industries.

LAND UTILIZATION AND TENURE

The Colony has a total area of 291.50 square miles. The use of land in Singapore is controlled by the Singapore Improvement Trust which has planning powers over the whole Island under the Singapore Improvement Ordinance. A full description of the activities of the Singapore Improvement Trust is to be found in Chapter VIII. The City Council and the Rural Board have zoning powers under by-laws and regulations made under the Municipal Ordinance. Forests and water catchment areas are under the control of a Board of Trustees appointed under the Nature Reserves Ordinance.

After the founding of Singapore in 1819 and prior to the Treaty of the 2nd August, 1824, which ceded Singapore to the East India Company, the uncertain tenure of the East India Company precluded the issue of permanent titles. From 1826 leases were granted for periods of 999 years, but in 1838 leases for terms up to 99 years were substituted as a common title for land within the narrow limits of the town. Land in the country was also obtainable on short term leases as laid down by Indian Act XVI of 1839 but these were considered insufficiently secure to encourage proper cultivation and from 1845 onwards grants in freehold were made for such land. Insufficient

allowance was made for the town's expansion, and many areas now in the most crowded parts of the city are held under these freehold titles originally intended to be for purely agricultural land.

LAND UTILIZATION

		<i>Singapore Island and surround- ing Islands</i>	<i>Cocos- Keeling Islands</i>	<i>Christmas Islands</i>	<i>Total</i>
		(sq. miles)	(sq. miles)	(sq. miles)	(sq. miles)
Built-on area including Roads and Railways	.. ..	54.26	.13	.26	54.65
Agricultural land	.. ..	57.25	4.36	.05	61.66
Unused but potentially productive area	.. ..	48.68	..	..	48.68
Wood or Forest land	.. ..	15.00	..	61.05	76.05
Permanent waste land (marshes and tidal swamps)	.. ..	18.28	..	..	18.28
Inland waters	.. ..	4.95	.01	.02	4.98
Other land (Airfields, Open spaces, Public Parks and Gardens, Cemeteries)	.. ..	26.08	.50	.62	27.20
Totals	.. ..	224.50	5.00	62.00	291.50

(Miles of 1,760 imperial yards: the standard measure of length in the Colony).

Singapore was transferred to the control of the Colonial Office in 1867, and the titles for land, both in town and country, thereafter were mainly leases for terms of 99 or 999 years. In 1886 the Crown Lands Ordinance introduced a statutory form of title—the present statutory land grant, which is a grant in perpetuity, subject to a quit rent and subject also to various conditions. This statutory grant until recently continued to be the usual form of title issued; but the present policy is to restrict the issue of grants in perpetuity, substituting as far as possible leases for terms not exceeding 99 years. The issue of grants in fee simple is restricted to special cases.

In recent years, with increasing development in all areas of the Island and the great rise in land values, there has been a tendency for the small fruit and vegetable growers to be driven off the land. As a counter measure the Government has issued permits renewable annually for the temporary occupation of Crown land. This has had a marked effect in keeping the small cultivators on the land. Approval has been given to the issue of agricultural leases of 60 years on favourable terms in order to encourage more permanent improvement.

TENURE OF LAND

<i>Nature of Title</i>	<i>Number of Titles</i>	<i>Area in Acres</i>
Freehold (indentures, grants, grants in fee simple)	2,185	19,452
Statutory grants	4,741	839,444
Leases for 999 years	3,375	12,212
Leases for 99 years or less	2,486	4,967

There are no restrictions in regard to ownership of land by aliens or non-aliens, indigenous or non-indigenous inhabitants. There is, however, a Malay Settlement at Jalan Eunoes of some 100 acres of Crown land, which is reserved for letting out to Malays only on temporary permits and is subject to certain regulations.

Land administration in the Colony is carried out by the Commissioner of Lands and his staff. The main functions of the Land Office are the alienation of land, collection of land revenue, registration of deeds, acquisition of land for public purposes and resettlement. There is little Crown land left in the urban areas and the position has been reached where development is almost impossible without the acquisition of privately owned land. During the year the Land Office compulsorily acquired 835 acres of land at a cost of \$5,488,861, and purchased by private treaty a further 92 acres at a cost of \$3,454,642. Revenue collected in 1954 amounted to \$4,117,746 against departmental expenditure of \$567,800.

During the year the Government was fortunate to obtain the services of an expert on the Torrens System of land registration to advise on the possibility of introducing it into the Colony.

The survey of parcels of land is carried out by, or under the supervision of, the Government Survey Department. This is a Pan-Malayan department with its headquarters in Kuala Lumpur and a Chief Surveyor with a technical staff in Singapore. The number of holdings surveyed during 1954 was 3,289, bringing the number surveyed to modern standards of accuracy up to 34,116. Other holdings not accurately surveyed amount to 11,818. Copies of cadastral sheets are available to the public at the Survey Office.

AGRICULTURE

Economically, the most important aspect of agriculture in Singapore is the growing of vegetables for local consumption. The very short storage life of tropical green vegetables makes it essential that production is undertaken in close proximity to the market.

AGRICULTURAL CROPS

Crops			Acreage	Production in 1954
Rubber	..	..	15,844 acres	1,380 tons
Coconuts	..	..	7,750 ..	15 million nuts
Mixed Vegetables	..	..	3,370 ..	13,000 tons
Root Crops	..	..	2,100 ..	8,400
Fruit Trees	..	..	3,500 ..	1,500
Tobacco	..	..	500 ..	314½
Derris	..	..	23 ..	3
Pepper	..	..	36 ..	4.2
Pineapples (approx.)	..	..	535 ..	—

The number of persons engaged in agriculture is approximately 16,500, of which some 15,000 are Chinese smallholders who cultivate the low-lying areas of fertile soil usually with the help of the entire family: about two-thirds of the vegetables grown in Singapore are produced on these farms. The Agricultural Division of the Department of Commerce and Industry advises cultivators on such matters as soil use, pest control and the introduction of modern methods. The remaining 1,500 workers are employed on rubber and coconut estates.

Vegetables

Good land suitable for growing vegetables is extremely scarce in Singapore and is almost completely under cultivation already. However, new land, often formerly under rubber is being opened up for cultivation by part-time farmers, who have been re-settled by the Land Office. Work on one such area, of 78 acres, was begun during the year.

Rubber, Coconuts and Tobacco

The acreage of land under rubber is relatively large, although the yield is not significant. Soils in Singapore are not generally sufficiently fertile to produce good crops and the standard of maintenance is below average. Production is evenly divided between estates covering 7,941 acres and smallholdings which total 7,903 acres. The former produce a high grade of ribbed smoked sheet, but the latter mainly unsmoked sheet of very poor quality.

Coconuts are only grown on a large scale in the eastern area. Elsewhere production is on smallholdings, where the shade under the trees provides an excellent environment for livestock. The yield of nuts is normally less than 2,000 per acre. The higher quality nuts are eaten fresh, while those of small size and low quality are sold for copra production.

The tobacco crop is a popular one with the upland vegetable farmers. There is no duty on locally-grown leaf and prices realised are good. The monthly average of 50,000 lb. of dried leaf is blended with imported tobacco for manufacture in Singapore, mainly of cheap cigarettes.

Fruit

Infertile soils and an unfavourable climate limit the production of fruit to part-time growers who often have another primary occupation. The main crops are rambutan, mangosteen, carambola, durian and pineapple, although limes, pulasan, jack-fruit and a number of minor fruits are also grown, usually for home consumption. All fruit produced is consumed locally.

Marketing

The dispersal of vegetable growers over scattered small holdings makes orderly marketing extremely difficult. At present, middlemen buy the farmers' produce at collecting centres or at the roadside, and sell it either at wholesale markets in the city or direct to stall-holders.

This system appears at present to be the most satisfactory that can be devised, but it is hoped that, when farmers' co-operative societies are formed, their greater bargaining power will enable them to secure for themselves a larger proportion of the retail price of their produce.

Soil Survey

A survey of the soils of part of the western side of the Island to find areas suitable for food production was begun at the end of 1953 and continued during 1954. It was carried out by a soil geologist seconded from the Department of Agriculture, Federation of Malaya, whose report was received in June. The survey covered a total area of approximately 14,600 acres of which 5,250 were found to be suitable for growing leaf vegetables where adequate water supplies are available. A further 1,650 acres are considered possible for the hardier types of vegetables, which could also be grown in those parts of the leaf vegetable area where there is insufficient water. The remaining 7,700 acres are unsuitable for the growing of food crops.

Research

The results of research work in the Federation of Malaya are readily available to field officers in Singapore. Specimens of pests and diseases are sent to the Federation for examination there. Fertiliser analyses are carried out by the Department of Chemistry.

ANIMAL HUSBANDRY

In Singapore the animal industry consists almost entirely of extensive pig and poultry rearing by Chinese smallholders. A total of 287,323 locally produced pigs was slaughtered during the year at the City Council abattoir and it is estimated that 300,000 other pigs of breeding and stock age were reared having a total retail value of \$70 million per annum.

There are approximately five million head of poultry in the Colony with an egg production of 200 million per annum. Over 90 per cent of local requirements were met from Island production.

Poultry production continued to expand; to a large extent this was due to the success of inoculation against Ranikhet disease. An increase of 50 per cent was recorded during the year in the number of birds inoculated. Veterinary activities are of a high standard and diseases such as Rinderpest, Foot-and-Mouth disease, Anthrax, Rabies, Glandus and serious tick and house fly diseases were again absent from the Colony. This enabled activities to be concentrated on productive development and during the year the first of a series of animal husbandry stations was constructed by the Public Works Department to assist farmers by example and by material assistance to improve breeding stock.

Cattle and sheep for local consumption were imported on the hoof mainly from Australia and Indonesia. They were subject to close quarantine supervision by the Veterinary Division of the Department of Commerce and Industry and their slaughter was regulated under the Municipal Ordinance.

ANIMALS SLAUGHTERED AT THE CITY ABATTOIR DURING 1954

		<i>Oxen</i>	<i>Buffaloes</i>	<i>Sheep</i>	<i>Goats</i>	<i>Swine</i>
Local animals	..	1,231	52	..	2,013(a)	287,323
Imported animals	..	3,159	1,773	60,868	224	31,252
Total	..	4,390	1,825	60,868	2,237	318,575

(a) Singapore and Federation goats.

FORESTRY

In spite of lack of forests, Singapore is a major centre for the production of sawn timber and plywood. There are twenty-five major sawmills, one large plywood factory, and several smaller mills and wood-working plants. They are owned by Chinese and operated almost exclusively by Chinese labour. Their output varies from about

60 tons of sawn timber per day to less than 5 tons. The total production of sawn timber for the year was estimated at 173,134 tons of 50 cubic feet, compared with 170,400 tons in 1953. In addition 34,386 tons were imported, mainly from the Federation, much of which was re-exported overseas. A total of about 207,520 tons of sawn timber was handled in Singapore during the year.

Supplies of logs, drawn from the Federation and the neighbouring islands (principally Sumatra) were irregular throughout 1954. Both local and export demand was very slack until July, when exports became much brisker and mills working part-time were able to go over to full-time production. By the end of the year two new mills were under construction and the privately owned plant for impregnating timber with preservatives under pressure, which arrived in December 1953, was completed early in 1954 and began production. Singapore is now producing vacuum pressure impregnated timber for local use. Substantial export orders were also received.

Except in special circumstances, the export of the naturally durable heavy hardwoods such as *chengal*, *balau*, and *merbau*, and of all round logs continued to be prohibited as supplies were insufficient for local requirements. There were no other controls on timber exports, which are graded and supervised under the Malayan Grading Rules by the Forest Division of the Department of Commerce and Industry. There was a marked increase in exports to Mauritius, Iraq, Australia and New Zealand, although total exports dropped slightly from 66,233 tons, graded and ungraded, in 1953 to 62,191 in 1954.

PRINCIPAL MARKETS FOR GRADED AND UNGRADED TIMBER,
1953 AND 1954

(in tons of 50 cubic feet)

			1953			1954		
			Un-			Un-		
			Graded	graded	Total	Graded	graded	Total
Aden	..	..	2,187	6,976	9,163	372	8,464	8,836
Arabia	..	..	276	3,309	3,585	..	2,594	2,594
Australia	..	..	4,306	..	4,306	7,374	790	8,164
Hong Kong	..	..	140	1,005	1,145	..	500	500
Indonesia	..	..	..	1,986	1,986	..	3,618	3,618
Iraq	..	..	19	916	935	2,244	3,886	6,130
Mauritius	..	..	420	7,400	7,820	..	10,758	10,758
New Zealand	..	..	908	..	908	2,451	..	2,451
South Africa	..	..	968	..	968	1,574	..	1,574
South Korea	..	..	4,362	..	4,362	1,144	305	1,449
United Kingdom	..	..	26,673	..	26,673	12,126	..	12,126

FISHERIES

The fishing grounds exploited by local fishermen extend from the inshore areas round Singapore to the offshore areas in the South China Sea and the Indian Ocean. The main inshore fishing methods are kelongs and other fixed traps, various types of lines, beach seines, push nets and drift nets. In the offshore areas pair trawls, long lines, troll lines and drift nets are used. In addition many fishermen are engaged in the trapping of prawns and estuarine fish from swamps which have been converted into brackish water ponds. Others are engaged in the culture of carp and other fish in fresh water ponds.

The Fisheries Division of the Department of Commerce and Industry is administered by a Fisheries Officer. Local production is actively encouraged by the introduction of improved techniques, new methods and materials and the application of scientific research to fisheries.

The number of licensed fishermen employed in the industry dropped from 6,672 in 1953 to 6,023 in 1954 of whom about 70 per cent were Chinese and 30 per cent Malays and others. The number of gears licensed was 2,139 and the number of boats was 3,231. Of the latter 21 per cent were powered vessels representing an aggregate of 2,722 tons whilst the remaining 79 per cent were non-powered. Capital for this industry is provided either by the producer himself or through wholesale agents and dealers.

Fresh fish is landed at various points on the Island and auctioned at the two City Council wholesale markets or the three privately owned wholesale markets. Auctions are conducted by wholesale agents who receive a commission from the fishermen and pay a fee to the market owner.

AUCTION MARKET HANDLINGS OF FISH

	(tons)		
	1952	1953	1954
Local Production	4,271.9	4,537.4	4,260.3
Imports from Indonesia ..	2,031.4	1,935.9	1,741.0
Imports from Burma, Borneo, Thailand, Hong Kong and India	107.8	191.1	134.0
Imports from Federation of Malaya	3,242.4	3,379.9	3,907.7
	9,653.5	10,044.3	10,043.0

Until new fishing grounds can be exploited it would appear that local production has reached a peak. Imports from the Federation of Malaya are increasing in volume, but supplies from Indonesia continue to decline.

The Fisheries Loans Fund and the Fishing Materials Purchase Account were utilised to assist fishermen to purchase fishing gear and vessels to modernise the industry. The mobile fisheries unit continued its operations in instructing the fishermen on the maintenance and repair of their boat engines. Many fishermen are now able to maintain their engines in good condition thus increasing their fishing time at sea.

Distribution of Fish

There are about 50 retail outlets in the city area and about 25 in the rural area. In all there are about 1,000 fish retailers distributed roughly as follows:—

(i) Market retailers	50 per cent
(ii) Hawkers	40 per cent
(iii) Shop retailers	10 per cent

It is estimated that about 86 per cent of the fish is retailed in the city area and the remaining 14 per cent in the rural area. The fish is sold fresh and little use is made of cold storage facilities for protracted periods of storage. Small amounts of certain types such as bilis, tam-ban and selar are boiled and sold as boiled fish during seasons of glut.

AVERAGE PRICES OF FRESH FISH

(per kati)

		1953		1954	
		Wholesale	Retail	Wholesale	Retail
		\$ c.	\$ c.	\$ c.	\$ c.
Bawal Putih	.. ..	2 09	2 92	1 89	2 56
Bawal Hitam	.. ..	1 37	1 57	1 31	1 49
Kurau	.. ..	1 85	2 84	1 76	2 71
Senangin	.. ..	1 52	1 71	1 40	1 59
Tenggiri	.. ..	1 44	1 61	1 24	1 42
Belanak	.. ..	1 23	1 40	1 09	1 26
Merah	.. ..	0 66	0 91	0 46	0 69
Chencharu	.. ..	0 62	0 77	0 52	0 67
Talang	.. ..	0 39	0 54	0 30	0 45
Parang parang	.. ..	1 29	1 46	1 12	1 28
Terubok	.. ..	0 97	1 12	0 74	0 89
Yu	.. ..	0 33	0 50	0 28	0 46
Pari	.. ..	0 26	0 41	0 22	0 37
Prawns (large)	.. ..	2 78	3 20	2 52	2 86
Gelama	.. ..	0 36	0 52	0 31	0 47
Bilis	.. ..	0 55	0 70	0 41	0 58
Kembong	.. ..	0 71	0 89	0 56	0 72
Selar	.. ..	1 17	1 32	1 05	1 22
Tamban	.. ..	0 31	0 45	0 26	0 40
Ikan Buat Baja	.. ..	0 14	0 22	0 13	0 19

(The Kati, is 1½ imperial pounds)

Singapore serves as an entrepôt for salt fish as well as for other marine produce. Imports of salt fish come mainly from Thailand, Cambodia and Riow. The dried fish is sorted, re-dried and then re-packed in Singapore for despatch mainly to Indonesia. The large entrepôt trade in salt fish has declined considerably in recent years on account of restrictive measures in certain importing countries.

IMPORTS AND EXPORTS OF SALT DRIED FISH

	1952		1953		1954	
	Tons	Value \$	Tons	Value \$	Tons	Value \$
Imports ..	49,566	34,325,384	30,441	19,669,755	12,163	11,718,440
Exports ..	46,148	44,994,151	28,690	25,523,289	11,390	10,455,947

The trade in other marine products such as bêche-de-mer, blachan, seaweed, fish maws, sharks' fins, green snail, trochus shell and canned fish including canned salmon and canned sardine amounted to 5,680 tons valued at \$10,118,278 in imports and 3,303 tons valued at \$6,187,127 in exports during the year.

Fishing Research

The South China Sea and the fringes of the Indian Ocean at the northern entrance to the Malacca Straits were surveyed by the departmental vessel, m.v. *Dunvegan*, and commercial fishing vessels operating on Government subsidy. Rich and extensive long line grounds for ikan merah (red snapper) and ikan kerisi (China Sea bream) were found and units of the Singapore long line fishing fleet were diverted to them. The use of swamps for the cultivation of fish and prawns is encouraged. Experiments designed to increase the yield of these brackish water ponds were initiated by the establishment of a small experimental brackish water fisheries station. The Regional Fisheries Research Station is now in the process of construction at Changi. It is envisaged that the work of this station will contribute towards the fuller development of the fishing industries of the British territories of South East Asia.

MANUFACTURING INDUSTRIES

The year was one of steady progress in industrial development and output showed generally a definite increase over that of 1953. Difficulties were experienced in the rubber milling industry towards the end of the year owing to restrictions placed by the Indonesian authorities on the export of slab rubber from Sumatra. But, despite this, final import figures exceeded those of the preceding year and total production reached 103,000 tons as opposed to 94,000 in 1953.

Rubber footwear production continued to expand and output was only slightly less than 3 million pairs. Locally made shoes find markets beyond the circle of traditional entrepôt markets and are in demand as far afield as the Persian Gulf and Fiji.

The manufacture of beer and stout continues to be a major Singapore industry. Production of beer rose from approximately 4.6 million gallons in 1953 to 4.9 millions in 1954. A local firm was awarded the Championship Gold Medal at the London Breweries Exhibition in London and also the 1st Prize Silver Medal for the best beer in its own class.

Production of mineral waters and cordials was carried on by sixteen concerns and three new large soft-drink factories catered for an increasing demand for non-carbonated fruit drinks. Soft-drink production in 1954 reached the formidable total of 1,000 million ounces while 54 million ounces of soda water were produced.

The demand for local confectionery again showed a considerable rise. The 1954 output of the ten factories manufacturing biscuits was raised from 283,000 cwts. in 1953 to 302,000 cwts. in 1954.

A major rise in production was also recorded in the pineapple industry. Practically the whole of the Singapore production goes to the export markets, and exports rose from their 1953 level of \$17.8 millions to \$23.5 millions in 1954, 80 per cent going to the United Kingdom alone.

The progress made in the pineapple industry is inevitably reflected in ancillary manufacturing trades and production of tin-cans for pineapples rose from 45 millions in the previous year to 60 millions in 1954. A parallel expansion took place in the conversion of imported Kraft board into cardboard cartons, the bulk of which are used for the packing of tins of pineapples.

These cartons are also used by glass manufacturers for their own products. Past activity in this business centred largely on the manufacture of aerated water and beer bottles, but a fall in local demand coupled with the continued closure of the Indonesian market resulted in production figures dropping from 21,000 tons in 1953 to 17,000 tons in 1954. Potentially severe losses were, however, avoided by an intensive export drive opening up new markets in Ceylon, Burma and Hong Kong and by a switch to the manufacture of glassware such as tumblers and bowls for which there is an expanding demand both in Malaya and overseas.

A number of new factories, some under construction since 1953, went into operation in the course of the year. A local company undertook the production of ropes early in the year and locally manufactured boot polish, using as many as 5,000,000 locally manufactured

boot polish tins, found markets not only in Singapore and the Federation of Malaya but in Siam and Hong Kong as well.

Factories for the manufacture of pencils, perfumes, cosmetics and cigarettes began supplying the local market and Singapore manufactured cinema carbons began to replace imported carbons for the first time. Productive capacity of carbon dioxide was increased by 150 per cent with the erection of new plant enabling daily production to rise from two tons to five and the Colony's yarn spinning mill exported more than $2\frac{1}{2}$ million dollars worth of acetate viscose yarn and staple fibre to Indonesia, South Africa, Australia and South Korea.

Considerable interest has been shown in the special small factory scheme put into effect by the Singapore Improvement Trust during the year. Early development within the Trust industrial estate had been based on a disposal of sites having an area of 80,000 sq. ft. It soon became clear, however, that it would be advantageous to make available smaller sites and an area of 7 acres within the main estate was set aside early in 1954. It was subdivided into ten sites of 16,000 sq. ft. and four of 24,000 sq. ft. served by enclosing roads and a railway reserve. Eleven of these sites were allocated and an extension of ten further sites was under discussion at the end of the year.

The Colony's tin smelter is on the island of Pulau Brani. Severely damaged during the war, it has now been completely rehabilitated. Nearly all the 2,200 people living on the island are directly or indirectly supported by it. Its largest source of ore is the Federation of Malaya but imports are also brought from Billiton, Banka, Siam and further afield.

Cottage industries in Singapore are of minor importance. The main products are baskets, pottery, fish nets, incense, wood carving and silver work.

QUARRYING

There are no mines in Singapore, but granite is found in the centre of the island and on the islet of Ubin. This has given rise to a not inconsiderable quarrying industry and 14 quarries were in operation during 1954, two by the P.W.D. and City Council and 12 by private firms. Their total output was approximately 540,960 cubic yards as compared with the 400,000 cubic yards of the preceding year.

In addition to granite, claying soil predominates in the western parts of the island and has given rise to an expanding brickmaking industry. Sixteen factories were in production during the year, two of which were new-comers, and their total output was 51.2 million bricks, approximately 3 millions more than in 1953.

CO-OPERATIVE SOCIETIES

The number of societies has increased steadily during the year. As in 1953, the major development was in the field of Thrift and Loan Societies, which enable members to save regularly and to obtain short-term loans at reasonable rates of interest. This was particularly noticeable among employees of the Armed Services and of mercantile firms.

The co-operative movement also began to spread among the Chinese farmers in the rural areas who engage in the cultivation of vegetables and the rearing of pigs and poultry on small plots of land belonging either to the Government or to other land-owners. Generally speaking, these farmers depend on village shopkeepers for financial assistance and are thus tied to one supplier for their purchases of agricultural supplies and foodstuffs. The introduction of the co-operative societies among such farmers is fraught with difficulty. Illiteracy, extreme individualism and clannishness hinder and, in many cases, prevent co-operation. Two farmers' societies were, however, registered and efforts are to be made in other selected areas for further development on the same lines.

The representatives of five Malay societies in the east coast area registered a fish marketing society early in 1954. The membership campaign launched to bring Malay fishermen into the society made slow but steady progress.

His Excellency the Governor opened the 17th All-Malaya Co-operative Conference held in Singapore. Delegates from various parts of Malaya attended.

			<i>Number of Societies</i>	
			<i>1953</i>	<i>1954</i>
Thrift and Loan, Credit and similar				
Societies ..	..	..	45	53
Consumer Societies	..	..	4	4
Marketing Societies	..	..	..	3
Housing Society	..	..	1	1
			<hr/>	<hr/>
			50	61
			<hr/>	<hr/>

CHAPTER VIII

Planning and Housing

SHORTLY AFTER the foundation of the Settlement of Singapore, it became clear to Sir Stamford Raffles that because of the rapid increase in its immigrant population and the different characters and occupations of its inhabitants, regulation of the growth of the Settlement was required. Raffles' instructions to his town planning committee in 1822 are telling evidence of his foresight and reflect much of Singapore today. Early plans for the Settlement predicted the close pattern of streets in the present city centre, the reservation of sites for the Government and the division of the Settlement according to the racial origins of its people. Traces of this last feature still remain.

Some one hundred years of growth had created by the 1920s a large and complex urban area, parts of which were already ageing and unworthy of the territory. In 1927 the Government by Ordinance constituted the Singapore Improvement Trust to record and control the disposal and development of land on the Island and to prepare schemes of improvement. Such schemes involved the construction by the Trust of dwellings and other buildings and, in the course of time, the Trust has become, in addition to the planning authority, the recognized public housing authority in the Colony.

The Trust's planning powers extend to all land other than that occupied by the Crown, and its housing estates are a prominent feature of the urban area. The Singapore Improvement Ordinance provides for a Board of Trustees, eleven in number; the President of the City Council is chairman. The chief executive officer is the Manager. To deal with its large volume of business, the Board has constituted committees to consider planning, building, finance, estates and personnel matters.

The Trust's main sources of revenue, other than the rents of its estates, are a 2 per cent improvement rate levied on city property

and an equivalent contribution from the Government. Estate development has, since 1948, been dependent on Government loan funds which, at the end of 1954, represented a stake in public housing of \$92.9 million. See Chapter IV for further particulars of the Trust's finances.

PLANNING

Although certain by-laws relating to residential areas, garages, warehouses and so on are operated by the City Council, control of the use of land is the direct responsibility of the Singapore Improvement Trust. In discharging its functions, the Trust works closely with central and local government departments and is represented on various committees having a planning aspect, such as the Planning Co-ordination Committee, the Kallang Basin and Aerodrome Redevelopment Committee and the Singapore River Working Committee.

General Improvement Plan and Improvement Schemes

The statutory record of decisions of the Trust on the disposal and use of land is the General Improvement Plan defined in the Improvement Ordinance. This Plan also records details of all improvement schemes approved from time to time by the Governor in Council. During 1954, a ponding scheme to relieve flooding at the Grove Estate was approved and a scheme for the redevelopment of Covent Garden, an area of land near Havelock Road, was submitted for approval.

During 1954, 1,234 applications for permission to develop land on the Island were considered by the Trust, 679 were approved and 82 disapproved. Approved proposals represented 5,014 buildings, including those in the Trust's own housing programme. Each application is subject to consultation with all interested central and local government departments and to consideration by the Planning Committee and the Board of Trustees. As the repository of a large store of accurate information, the Trust is required daily to answer many requests regarding the disposal and use of particular areas of land.

Master Plan

Whilst the General Improvement Plan is an invaluable record of the existing and approved use of particular areas of land, the need was felt after the last war for a comprehensive survey of land use and the preparation of a plan, based on the results of the survey, indicating how all land in the Colony should be used in future. This need was met by the formation in January, 1952 of a Diagnostic Survey Team to carry out the survey and prepare a Master Plan. This work was due to be completed in December, 1954 and was carried out under

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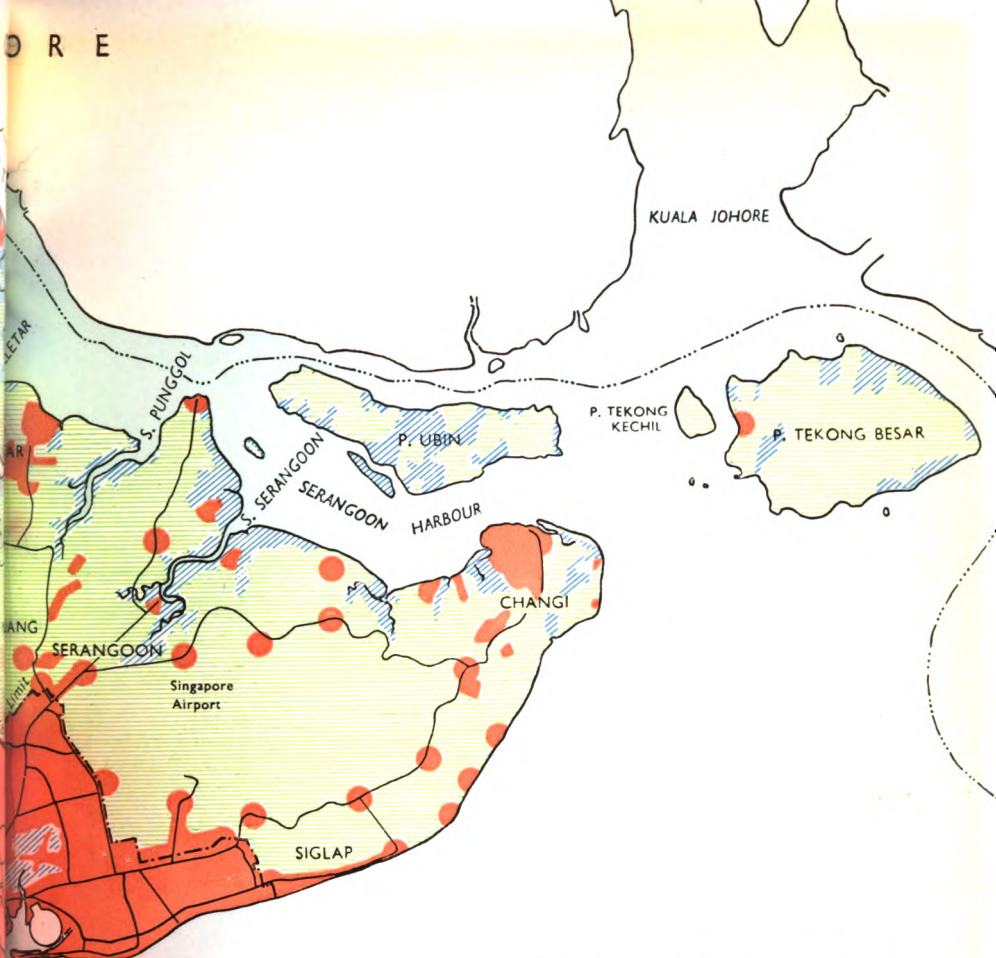
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LAND UTILISATION COLONY OF SINGAPORE

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City and Built up Areas



Inland Waters and Sea

Woods and Forests

Agricultural etc.

Marshes and Swamps



Roads. Railway





The whole population of Christmas Island is engaged in mining phosphate, a valuable fertiliser. This picture of the settlement on the north of the island shows the drying sheds and jetties with the living quarters to their left.

F. C. Gray

the supervision of Sir George L. Pepler, C.B., and the Manager of the Trust. Difficulties in the passage of land legislation have caused the date of submission of the Master Plan to be postponed until September, 1955.

The comprehensive investigations of the Team have included field surveys of land use in city, suburban and rural areas; field surveys of attap thatched dwellings; a traffic census, a survey by aerial photography of car parking in central areas; research by representative study groups and working parties into problems of population, industrial and building resources, redevelopment and traffic, and the preparation of maps and plans recording the information gathered.

The results of the investigations will be summarized in a report of survey, and the proposals of the Master Plan will be shown on three maps at appropriate scales of the central, urban and rural areas respectively and supported by a written statement. Subject to certain limitations, for a part of it is confidential, information gathered on the surveys has been made available freely to various public authorities.

Without in any way anticipating the submission of the report of survey and Master Plan, it can be said that the major problems in relation to land use in the Colony are to provide housing, education and health facilities and means of livelihood and recreation for its rapidly growing population, whilst at the same time removing the legacy of the past in obsolete buildings, narrow roads, extensive attap slums and extremely high population densities. The continuing commercial prosperity and sound financial position of the Colony offer hope that these problems may be solved.

HOUSING

The housing problem in Singapore remained acute during 1954. Although the combined efforts of private and public enterprise completed 4,987 new permanent dwellings, breaking all previous housing records, and it was encouraging to note that building costs continued to decrease, the natural increase in population of approximately 42,000 persons created a new need for some 8,000 dwellings and the number of persons in need of new houses because of overcrowding and slum conditions in the City centre alone was estimated conservatively at 150,000.

Three agencies provide housing for the civilian population of Singapore, the Singapore Improvement Trust, private enterprise and those public authorities which build quarters for their staff.

Singapore Improvement Trust

For some years, the Singapore Improvement Trust has been responsible for almost half the total volume of housing constructed in Singapore. It functions as the official Government agency for public housing in the Colony.

From the time of its inception in 1927 until 1936, the only new housing constructed by the Trust was the very limited amount which resulted from its improvement schemes. By 1936, however, a definite housing shortage had become apparent, especially amongst the working classes, and the Trust began building low-cost accommodation mainly for this class of the population. Before 1942, the Trust had constructed 2,049 dwellings comprising 793 flats, 779 houses, 477 single room apartments and 54 shops.

The large influx of population and the lack of authorized building during the Japanese occupation produced serious overcrowding and the housing shortage on the resumption of Civil Government in 1946 was acute, whilst building costs were very high. But research into economical methods of planning and construction produced designs which could still be rented at a figure within the reach of large numbers of those who most needed housing. The Trust therefore again began building towards the end of 1946 and has since continued to build at an ever-increasing rate. Many different types of dwellings have been produced with a variety of structural schemes, most of them the result of the Trust's own research and experiment and ranging from single storey terrace quarters to nine-storey blocks of flats. Rentals of post-war properties range from \$22 to \$99 a month. Up to the end of 1954 the Trust had constructed a total of 11,524 housing units and 503 shops including its pre-war developments. The housing rate in 1954 was, judged purely from statistics, disappointing because extremely bad weather in the last three months prevented the completion within the year of over 600 dwellings and shops, which would have allowed the Trust once again to surpass all its previous achievements. As it was, 1,872 homes, 36 shops and a market were completed and a further 864 dwellings and 23 shops were due for completion in early 1955. The Trust's expenditure on housing during 1954 was approximately \$12 million.

The fall in building costs experienced in 1953 continued during 1954, although more slowly: costs fell to the lowest level since the War. Two and three bedroom flats to the latest designs cost between \$4,700 and \$6,000 a unit, inclusive of earthworks, piling, roads, services, etc. but excluding land. The rents of flats to these designs range from \$52 to \$70. Research continued in 1954 into the evolution

of satisfactory dwellings of still lower cost and more economic construction. A number of one and two-storey prototype homes were completed and one of these, a two-storey design with modern sanitation, costing in the region of \$2,750, and let at a rent of \$30 a month forms the basis of low-rent programmes now in hand.

To assist in the reduction of rents and in the stabilization of rent policy, the Government has agreed to subsidize Trust housing. If the cost of land plus the building of roads, drains and services amounts to more than \$25,000 an acre on any particular housing scheme, the extra cost is to be paid out of public revenues in the form of a capital contribution. This will operate for future programmes and will enable the Trust to let its dwellings at rents of under \$50 a month for permanent buildings and under \$30 a month for its semi-permanent housing.

The development of Queenstown, a complete new suburb to the west of the City, continued apace in 1954. Five contracts were let for the building of 800 homes and shops and a further contract was let for the construction of the 'town-centre', the focal point of this whole development scheme.

Public Authorities' Housing

The City Council and the Singapore Harbour Board provide housing for many of their employees and the Public Works Department for officers of the Government.

PUBLICLY OWNED HOUSES

		<i>Constructed in 1954</i>		<i>Total units to end of 1954</i>
	<i>Dwelling Units</i>		<i>Cost</i>	
Singapore Improvement Trust ..	1,872	\$12.0 millions		11,504
Public Works Department ..	506	\$ 3.0 ..		7,200
City Council	317	\$ 3.5 ..		4,342
Singapore Harbour Board ..	168	\$ 1.4 ..		5,562

In addition the Armed Services provide quarters for many locally engaged civilians. It is estimated that 20,000 civilians are so housed quite apart from the military quarters provided for the large number of service men and women.

Private Building

Except in relation to certain by-laws operated by the City Council and Rural Board, the use of land is under the control of the Singapore Improvement Trust. The design and construction of buildings are

controlled by building regulations and by-laws administered by the City Architect and Building Surveyor in the City and in the remainder of the Colony by the Rural Board Building Surveyor. The preparation of a new set of Building By-laws was nearly finished at the end of the year.

PRIVATE BUILDING

		1953		1954	
		City	Rural	City	Rural
Plans approved	..	1,504	624	1,977	563
Buildings completed	..	1,301	1,039	678	1,667

The substantial contribution of private enterprise towards the solution of the Colony's housing problem continued. Of the 1,532 residential buildings erected in the rural area, 1,120 (containing 1,392 dwelling units) were of permanent construction, and 485 residential buildings (769 dwelling units), all permanent, were erected in the city area. There was a noticeable reduction during the year in the construction of detached and semi-detached houses in the City area, where land is now scarce; this type of building is now concentrated in the outer suburbs.

The decision of the City Council in July, 1953 to demolish all new unauthorized temporary buildings in the city area has proved most effective: from a construction rate of 200 a month in 1953, the number dropped to 168 discovered in the whole of 1954.

In Singapore there is not the large number of building societies found in other countries. However, there is at least one society which is now concentrating its activities on mortgage loans in respect of small house property. There is considerable scope for such activity, as it cannot be too strongly stressed that building for the middle class in Singapore is almost as badly needed as that for the lowest income groups. The Government, however, has a scheme for advancing loans to its employees for the purchase of houses up to 95 per cent of their cost through a building society. By the end of the year 217 loans had been approved at a total sum of \$3.6 million. Of this \$2.4 million had actually been advanced and 96 houses had been built and occupied. This scheme which was inaugurated only in 1953 has proved successful and is to be expanded.

The rents of all properties built and let out before the war are subject to the Control of Rent Ordinance, 1953. So far as houses are concerned, owners are not permitted to increase the rents which prevailed on 3rd September, 1939, by more than fixed amounts ranging from 5 to 20 per cent, according to the class of house. In certain specific cases some additional increases are permitted beyond these

controlled amounts, but the broad guiding principle remains the same. Differences which arise between landlord and tenant may be referred to a Rent Conciliation Board constituted under the Ordinance. The Board consists of a chairman with legal qualifications and 17 unofficial members. In 1954, it met 102 times and dealt with 1,039 applications. Buildings erected after 1st August, 1947 are not subject to control, neither are the rents of such properties restricted in any way.

CHAPTER IX

Education

THE NUMBER of registered schools in Singapore increased during the year from 508 to 563. Of these 156 were wholly maintained by the Government and 270 received grants-in-aid, the grants ranging from a substantial contribution by means of capitation grants and payment of salaries of certain teachers to the full cost of the school less fees received. For administrative convenience schools are classified according to the language of instruction. Malay schools with one exception are wholly maintained by the Government; of English schools some are wholly maintained, others receive full aid and some, which are mainly proprietary institutions run for profit, receive no aid; all Tamil schools and many Chinese schools are aided. Capital grants are given for new buildings on the basis of \$1 for every \$1 provided by the school authorities. Schools of special types include two junior technical schools, handicraft schools and a nautical school.

Legislation to govern the registration of schools and teachers and to lay down physical standards with which school buildings must comply, is contained in the Registration of Schools Ordinance of 1950. A Bill seeking to amend this Ordinance by giving the Director of Education greater powers to control schools under certain circumstances was read for a first time in September, 1954. Its appearance gave rise to intense controversy and no further action had been taken by the end of the year. The administration of Government schools, the inspection of schools and day-to-day financial administration are the responsibility of the Education Department. It is assisted by two statutory bodies, the Singapore Education Committee which advises on matters of policy, and the Education Finance Board which controls all the financial matters mentioned in the next section other than the salaries of Government employees and the costs of building Government schools.

SCHOOLS, TEACHERS AND PUPILS, 1954

Medium of Instruction	No. of Schools	NUMBER OF PUPILS			NUMBER OF TEACHERS		
		Boys	Girls	Total	Men	Women	Total
<i>A. Government Schools</i>							
English	97	33,554	14,603	48,157	1,372	718	2,090
Malay	58	6,086	4,155	10,241	309	195	504
Junior Technical School ..	1	211	..	211	20	..	20
Total ..	156	39,851	18,758	58,609	1,701	913	2,614
<i>B. Government-Aided Schools</i>							
English	44	13,600	13,645	27,245	337	614	951
Chinese	203	49,994	27,069	77,063	1,199	1,047	2,246
Tamil	20	535	930	1,465	22	30	52
Malay	2	145	84	229	8	1	9
Junior Technical School ..	1	145	..	145	14	..	14
Total ..	270	64,419	41,728	106,147	1,580	1,692	3,272
<i>C. Non-Aided Schools</i>							
English	63	6,078	2,582	8,660	134	170	304
Chinese	74	2,946	1,596	4,542	38	79	117
Total ..	137	9,024	4,178	13,202	172	249	421
Total Registered Schools ..	563	113,294	64,664	177,958	3,453	2,854	6,307
Other Registered Institu- tions	57	5,032	2,779	7,811	169	25	194
Total Registered Institu- tions and Schools ..	620	118,326	67,443	185,769	3,622	2,879	6,501
<i>Schools Not Yet Registered</i>							
Chinese	3	295	135	430	5	6	11
Arabic	9	..	..	..	..	..	..
Total ..	12	295	135	430	5	6	11
Grand Total ..	632	118,621	67,578	186,199	3,627	2,885	6,512

The figures do not include students in the University, the Teachers' Training College, classes run by the Adult Education Council, or the Nautical School.

FINANCE

The cost of education for the year, including the capital cost of new schools, but excluding charges for living quarters was \$29,465,100. The corresponding figures for 1952 and 1953 were \$19,310,900 and \$20,936,400. The Government provides the salaries of the officers and teachers employed by the Education Department and the cost of buildings and equipment for Government schools. As mentioned in the first paragraph of this chapter, the Government also provides financial aid in various forms to many schools and the amount of this aid has been almost doubled from \$5.6 millions in 1953 to \$9.5 millions in 1954. It will be seen from the figures given below that the amount received in fees from school pupils and evening class students amounted to not much more than one thirtieth of the total cost of education for the year. School fees ranging from \$2.50 a month to \$6 a month are paid by some primary pupils and by the majority of secondary pupils in Government and Aided English schools but as will be seen in a later paragraph an extensive scheme for free education is in operation. There is a contribution to the costs of education from City Council and Rural Board rates amounting in 1954 to \$1,270,600.

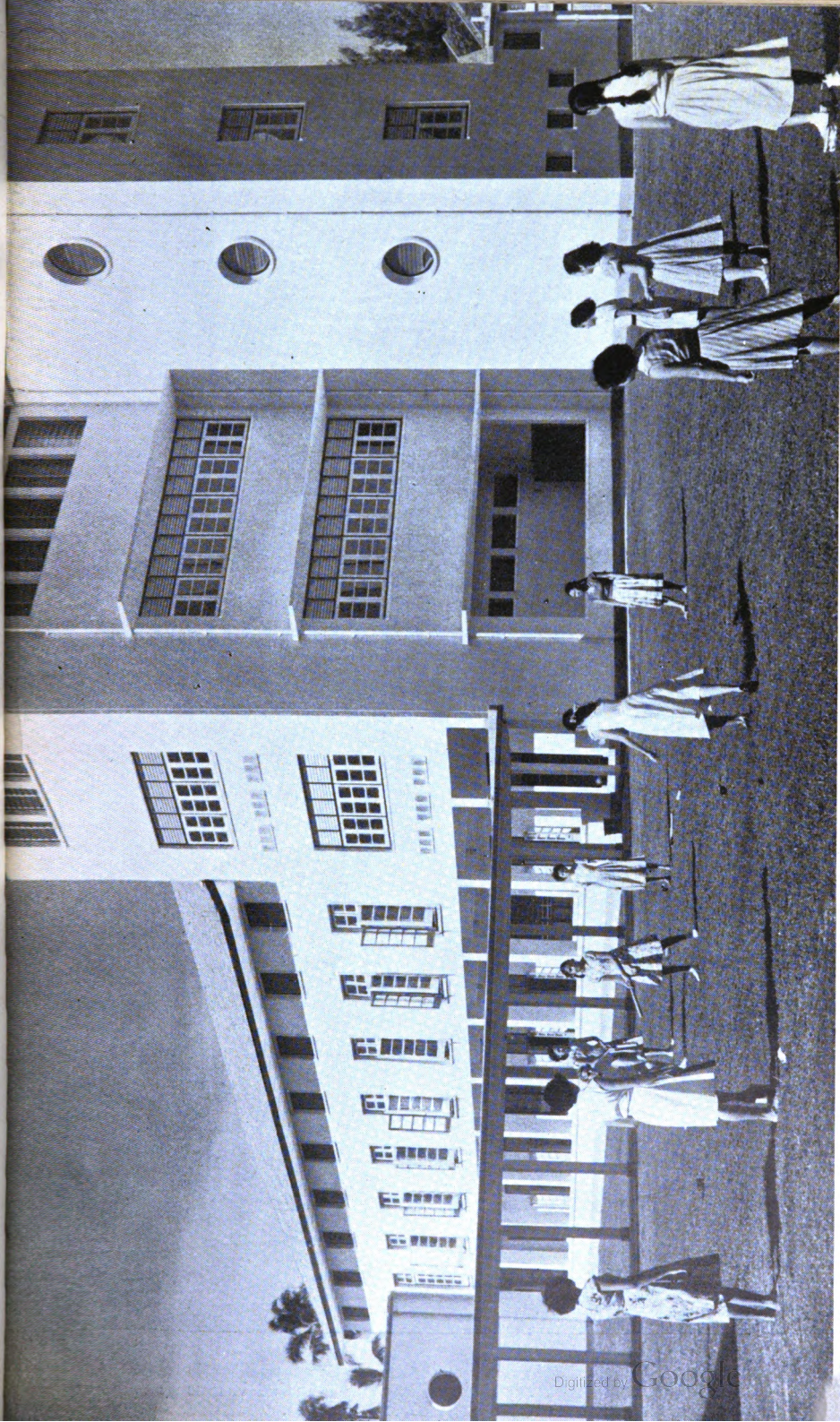
PUBLIC EDUCATION FINANCE

<i>Receipts</i>		<i>Expenditure</i>	
	\$		\$
Fees paid by students ..	1,041,000	Capital Expenditure on school buildings and non-recurrent expenditure:—	
City Council and Rural Board Education Rates ..	1,270,600	(a) Government schools ..	4,509,600
Miscellaneous Receipts* ..	2,700	(b) Grants for Aided schools†	345,000
			4,855,000
		Salaries of departmental staff and Government school teachers ..	11,600,100
		Grants-in-Aid:—	
		English schools ..	5,865,000
		Chinese schools ..	3,518,900
		Indian schools ..	115,200
			9,499,100
Balance of costs borne by public revenue ..	27,150,800	Other annually recurrent expenditure by Education Dept. ..	3,510,900
Total ..	29,465,100	Total ..	29,465,100

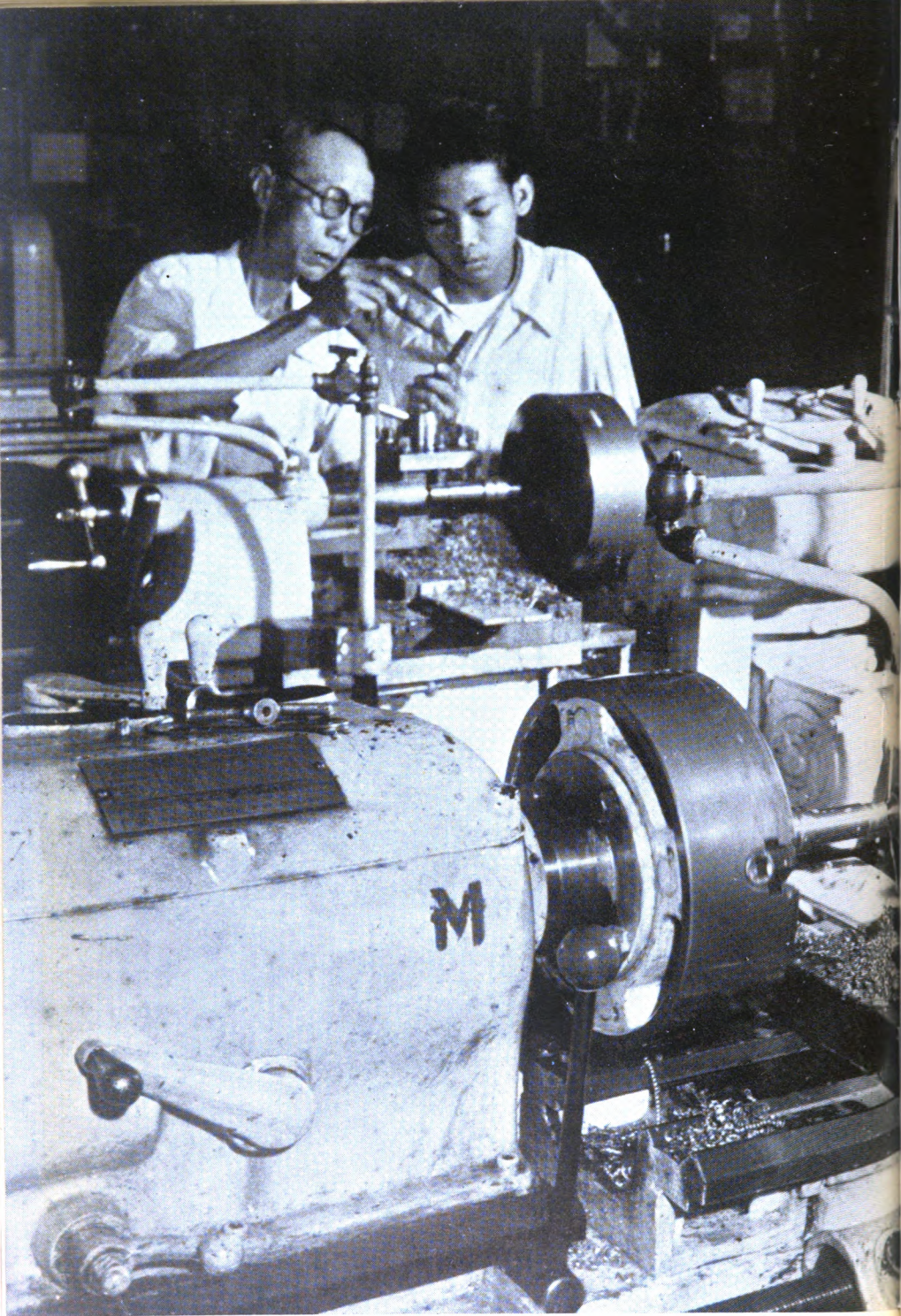
The balance of \$27,150,800 paid for educational purposes by Government was 9.17 per cent of its total expenditure.

* Comprising items of Education Board Revenue other than fees received from students.

† Grants for the building of Aided English schools are given on the basis of \$1 for every \$1 provided by the school itself.



The school going population increases by about 20,000 children every year. Under the Education Plan seven primary schools and two secondary schools were completed in 1954 and work had begun on thirty-one more. Here the students of a new girls' secondary school are shown in their playing field.



Crown Copyright

C.O.I.

Boys who are not academically inclined can find vocational training in technical subjects at the Junior Technical Trade School. Two more Technical Schools are under construction and a Polytechnic is planned.

PRIMARY AND SECONDARY EDUCATION

Ten-Year Plan

The development of education in Singapore since the war has been governed by the Ten-Year Plan adopted in August, 1947. The Plan was based on the following general principles:—

- (i) that education should aim at fostering and extending the capacity for self-government and the ideal of civic loyalty and responsibility;
- (ii) that equal educational opportunity should be afforded to the children—both boys and girls—of all races;
- (iii) that upon a basis of free primary education there should be developed such secondary, vocational, and higher education as would best meet the needs of the country.

Under the plan, primary education was to be free though not compulsory. The aim was to give a six-year course for children aged approximately 6–12 years, with English, Chinese, Malay or Tamil as the medium according to the parents' choice.

The scheme for free education throughout the primary course brought into operation with the classes admitted in 1949 had entered its sixth year of operation by 1954 so that free education was provided in all except the top classes of the primary schools. It must be explained that when the scheme began the primary course extended to seven years and has only been reduced to one of six years duration since the beginning of 1953. Pupils in all schools benefit under this scheme provided they are of the correct age for their class.

Ten new primary schools a year were to have been built, each to accommodate 500 pupils. But as early as 1950, it was realized that the rate of school building would have to be increased. A supplementary Five-Year Plan was therefore introduced which called for the building of eighteen new schools a year on a simpler standard pattern. This total was reached by the Public Works Department in 1950, but in later years high building costs and the scarcity of sites slowed down the programme. Nevertheless, by the end of 1954 a total of 47 new primary and 7 new secondary schools had been completed since the end of the war. Besides this, several new schools and large-scale extensions to existing schools had been completed by the Mission bodies with financial assistance from the Government. As a result of this building drive, and by using most of the buildings to accommodate two schools in consecutive sessions, thereby doubling the effective accommodation, Singapore schools now give places for 156,762 children in primary and 21,196 children in secondary classes. It is estimated that the number of children in the primary age group of 7–12 years was 144,800 in 1954, but this figure will rise to 239,500 by 1959

the increase being nearly 20,000 a year in 1955, increasing to 23,000 a year in 1958. To provide the extra school accommodation necessary in these critical years, there is a need for 20 new schools a year, and for 600 teachers.

During 1954, thanks to the efforts of the Public Works Department, a great deal of school building has been done. Seven primary and two secondary schools were completed, building work had been begun on ten schools and preparatory piling for nineteen other new schools. Plans for fourteen more schools had been prepared. The shortage of suitable school sites in the urban areas continues but more economical use is now being made of them by building a new type of three-storey primary school, and by putting two or more schools on the same site. The average building cost of the new three-storey school has been about \$195,000.

The scheme proposed at the end of 1953 for the introduction of bilingual education and increased grants-in-aid to Chinese schools was fully launched and achieved considerable success. The aim is that the Chinese schools should provide an education centred on Singapore and Malaya and designed to turn out good citizens of the Colony with a sound working knowledge of Chinese and English. Chinese schools which have accepted this policy received greatly increased grants and if they were unaided received substantial new grants. In translating this policy into action the schools have had to rely on the Government to supply not only most of the teachers of English but also new text-books with a local background. The first four series of these text-books have recently been published.

Late in 1954 a further important step was taken to give the Chinese schools equal opportunity to fill their proper place in the educational system of the Colony. The Chinese schools were offered full financial aid on the same basis as English schools, whereby practically the whole recurrent cost and half the cost of new capital expenditure is met from Government funds. This offer was unfortunately received with some suspicion, based on the fear that Chinese schools would thereby lose their traditional independence, but by the end of the year nearly a quarter of the eligible Chinese schools had accepted the offer and were receiving full aid.

In several of the larger Chinese secondary schools the year was marred by student demonstrations. Two large schools were occupied for several days by students staging a "stay in strike" and it was evident that neither the teachers nor the school authorities were able to restore discipline. The Government's power to intervene in default of action by the school authorities is limited. Unless the school authorities are prepared to enforce discipline themselves, conditions in the

schools themselves will deteriorate. By the end of the year the subversive influence of the Malayan Communist Party in these schools had been clearly established.

A continued reduction was seen in 1954 in the number of over-age children in schools. It is impossible to give any reliable figures of the average ages at which children enter and leave the different types of school. All that can be said is that the average age of admission to primary schools is approximately seven but that large numbers of children, especially Chinese, first spend one or two years in kindergarten schools. There is very little wastage in the English primary schools, and more than half the pupils go on to a secondary school; in the Chinese primary schools the wastage is greater and only about one pupil in six goes to a secondary school; and in the Malay and Tamil schools the average school life is five years and three years respectively. What must not be forgotten, however, is that there are children of all races in the English schools, and that figures for the vernacular schools alone may give a misleading picture of the education of children of the various racial communities.

The pressing need for teachers, as well as the general need for preparing as many school pupils as possible for the School Certificate Examination and subsequent entry to universities has been recognized. To this end seven new secondary schools have been built since the war. This, and the provision of buildings to extend several aided schools up to School Certificate level, has made it possible for more than fifty per cent of the pupils in the highest classes of the primary schools to proceed to a secondary school education. Provision is also being made in a former primary school for boys to receive secondary education with a commercial bias; and there is a new junior technical school under construction which will enable boys to proceed to secondary technical education.

Teachers

Where, as in Singapore, there is not only a rapidly increasing school population but also a system which provides for instruction in four different languages, it is far from easy to maintain an adequate flow of teachers to all schools. As the demand is greatest for an English education, the main efforts of the Government have been focussed on the recruitment and training of teachers of English. During the year much preparatory work was done towards augmenting the scheme of training teachers for Chinese schools. The whole of this phase of teacher training has been brought under the ægis of the Teachers' Training College, a special branch of which has been formed. Staff has been appointed, equipment obtained and students for four new

full time classes have been selected from graduates of the Senior Middle III classes of Chinese schools.

The standards required of teachers in Government and Aided English schools are high. The aim is that the secondary schools should be staffed by graduates of recognized universities, and the primary schools by teachers who, after a good pass in the Cambridge School Certificate, have completed a two-year full-time course at the Government Teachers' Training College. But the continuously increasing need for teachers has so far made it impossible to achieve this aim fully. There are still many non-graduates on the staffs of secondary schools and most recruits to primary teaching must serve as probationer teachers while they receive part-time training over a period of three years in normal classes.

The danger that lack of facilities for training of teachers might prejudice the successful accomplishment of the Colony's educational plans led to the setting up of a committee to advise the Government on the whole teacher training position. The existing College was recognized to be quite inadequate and immediate provision for a new and properly equipped College was recommended. As a result, the new College is now being planned and construction work on the initial phase is already in progress.

TEACHERS IN TRAINING, 1954

				<i>Men</i>	<i>Women</i>	<i>Total</i>
<i>In Singapore</i>						
Teachers' Training College Certificate Course	..	120		81		201
Normal Classes .. .. .	..	666		394		1,060
Post Normal Course .. .. .	..	11		25		36
Probationers under training in Malay Schools	..	48		45		93
Chinese Teachers' Training Classes .. .. .	..	115		183		298
Post-graduate students taking Diploma of Education at University of Malaya 1953/4	..	5		5		10
Post-graduate students taking Diploma of Education at University of Malaya 1954/5	..	17		8		25
<i>In the Federation of Malaya</i>						
Sultan Idris Training College	..	23		..		23
Malay Women's Training College	..	..		9		9

School Broadcasting

The number of listening schools rose to 278, including 81 Chinese, 29 Malay and 13 Tamil schools. Sixty four programmes per week were produced with 'repeat' programmes for afternoon session schools. During school terms there were eleven hours school broadcasting in

English, six in Chinese, four-and-a-half in Malay and two-and-a-half in Tamil each week. There were several new features including a series of talks on scientific developments with particular reference to research work carried on in the University of Malaya. The introduction of new types of lesson as well as visits and other personal contacts have greatly strengthened the co-operation between schools and the Broadcasting Department. In the Malay section, inter-school debates and quiz competitions were most enthusiastically received. Schools continued to use report cards and provided useful material for the improvement of the programmes.

Sport

Many Colony records in athletics and swimming are held by senior school pupils, and in badminton, basket-ball and table tennis, school pupils are among the leading players. Combined school teams play hockey, cricket and association and rugby football matches against the leading Singapore club sides. Physical education of all kinds is actively encouraged as a desirable adjunct to the life of school children the majority of whom are city dwellers.

Art and Music

The Colony has benefitted by the presence throughout the year of an Art Superintendent and a Master of Music. The Education Department has been able to recruit a number of qualified assistants to each of these officers, with the result that it has been possible to give much closer supervision and more assistance to staff concerned with the teaching of art and music in the schools.

FURTHER EDUCATION

University of Malaya

The University of Malaya is located in Singapore in the buildings of the former Raffles College and King Edward VII College of Medicine to which post-war additions have been made. The Court and Council of the University are statutory bodies constituted under the laws of the two territories. It is organized in three faculties: Arts, Science and Medicine (including Medicine, Dentistry and Pharmacy).

The University was established in 1949 as the result of a report on higher education made by a Commission headed by Sir Alexander Carr-Saunders. It is sponsored and financed jointly by the Governments of the Federation of Malaya and of Singapore. Financial assistance has been in the form of recurrent grants and capital grants. Up to 1954 the recurrent grants have been made on an annual basis and the Federation Government has contributed approximately

60 per cent and the Singapore Government 40 per cent of the grant. Beginning with the University financial year 1954-55, the Governments have agreed to allocate grants to the University on a quinquennial basis and to contribute together \$5½ millions per annum rising by \$300,000 every year in the years 1954-55 to 1958-59. The Governments have contributed approximately \$7 millions in capital grants to the University and have promised a further \$5 millions for future development.

The University has grown rapidly since its foundation and the early plans for its expansion have had to be completely revised. It had been planned to move to a new site in Johore but recommendations were made in March, 1954 for abandonment of the Johore site and for development simultaneously in both Singapore and Kuala Lumpur. It was also recommended that faculties of agriculture and engineering be established at the earliest possible date. These recommendations have been accepted by both the Malayan Governments.

DISTRIBUTION OF STUDENTS BY RACE

	Arts		Science		Medicine (including Dentistry and Pharmacy)		Total		Grand Total
	M.	F.	M.	F.	M.	F.	M.	F.	
Chinese ..	115	68	88	16	300	52	503	136	639
Malays ..	59	5	11	2	29	3	99	10	109
Indians ..	37	21	13	4	57	7	107	32	139
Ceylonese ..	24	12	13	5	50	8	87	25	112
Eurasians ..	8	4	5	..	7	1	20	5	25
Others ..	4	4	1	1	6	3	11	8	19
Totals ..	247	114	131	28	449	74	827	216	1,043

Of these students, 398 (296 men and 102 women) were from Singapore; they were distributed among the various faculties as follows:—

Arts ..	..	159
Science ..	..	56
Medicine ..	..	183

The Chancellor of the University of Malaya since its foundation in 1949 has been His Excellency the Commissioner-General for the United Kingdom in South-East Asia. The permanent staff comprises the Vice-Chancellor and an academic and administrative staff of all races. There are 26 full departments of study. At the end of the year the full-time academic, library and senior administrative staff numbered 161. There is provision for a number of residential colleges for students.

The University Library which was rehoused in 1953 has some 210,000 volumes of which about 130,000 are in Chinese. The Chinese library is one of the largest outside China and Formosa. The most up-to-date storage, cataloguing and microfilming equipment is installed.

During the year the University Department of Education has done a considerable amount of research in the construction of tests with which to assess the capabilities of Malayan students. New achievement tests in English and arithmetic have been devised, suitable for use in Singapore schools, and about sixty teachers have undergone an intensive course in methods of conducting these intelligence tests.

Nanyang University

Because of the difficult conditions prevailing in China and because of the lack of higher Chinese education in Malaya the Chinese community has subscribed funds for the foundation of the Nanyang University. The University proposes to use both Chinese and English for instruction. A site has been obtained, building has begun, and staff is being recruited.

Singapore Polytechnic

The need for more institutions for technical education has long been felt, and since 1952 much preparatory work has been done. The report of a Committee set up to examine the position was accepted in principle by the Government and during 1954 the Principal of Dudley Technical College was invited to advise on the committee's proposals. Following his advice an Ordinance was enacted in October, 1954, providing for the establishment of what is to be known as the Singapore Polytechnic. The proposal is that this institution should provide courses in commerce, management studies, engineering, architecture and building, applied arts and domestic subjects.

Adult Education

The Council for Adult Education is an independent body consisting of representatives of the organizations concerned with adult education and of the University of Malaya. It organizes evening classes in all parts of the island, mostly in school buildings lent by the Government.

The main call is for instruction in English, and of the 370 classes, 279 give English alone, while 91 give both English and Chinese. In addition there are a few classes in mathematics (elementary and higher), geography and English literature. There are 11,148 students,

and the classes are conducted by 461 teachers with 24 supervisors. During the year progress has been made toward the acquisition of a building to serve as an Adult Education Centre. A site has been offered and plans for the building have been approved.

Further Education Overseas

A large number of students from Singapore seek higher education abroad, mainly in the United Kingdom, Australia and the United States. The distribution of the 167 students studying abroad on Government Scholarships is as follows:—

	<i>In United Kingdom</i>	<i>In Australia</i>	<i>In U.S.A.</i>	<i>In Ceylon</i>
Singapore Government scholarships and studentships for Government employees	117	..	..	..
Queen's Scholarships and Fellowships * ..	6	..	..	..
Colonial Development and Welfare Fund studentships	3	3	..	..
Colombo Plan studentships .. ..	..	35	2	1

* Awarded since 1885 to secondary school and University students to enable them to undertake higher studies overseas.

In addition to those listed above there are many more who have gone overseas to study at their own expense. Those who wish to do so are encouraged to obtain the advice of the authorities in Singapore before setting out, but by no means all of them do so. It is therefore impossible to give accurate figures as to the numbers of such students or the nature of the courses they are taking but it is estimated that there were more than 700 of them away on study courses in 1954.

MUSEUM, LIBRARY AND LEARNED BODIES

Raffles Museum

The Museum was established in its present form in 1887. The collections are preponderantly of Malaysian natural history and antiquities but in the prehistory gallery comparative material from a wider range is exhibited. In March the Director accompanied the curator of the Taiping Museum on an expedition to excavate a Stone Age cave site in Kelantan. The results were most interesting, even spectacular. Neolithic burials accompanied by a wealth of pottery and stone tools and ornaments were discovered in addition to remains of an older Mesolithic culture.

Raffles Library

The Raffles Library was first formed in 1844 although it was known as the Singapore Library until 1874. It has always been a subscription library and has provided books mainly in English. The stock totals

about 80,000 volumes. In December, 1953 the first of the branch libraries was opened, a second was opened in July, 1954. These branch libraries are small and are situated in the suburban areas. They are open during the afternoons and evenings on four days a week and provide books to read at home although there is a small collection of reference books at each. They have been gradually gaining in popularity and are used much more by children than by adults. There are 530 active members at the branches, 425 of them being children. The membership at the central library has increased during the year by 1,820 to a record total of 12,052. The present Raffles Library (central) contains a varied selection of novels and non-fiction books for home reading and a collection of books for reference. It also has what is generally considered to be one of the finest collection of books on Malaya, and houses the official collection of duplicates of Government documents from the beginnings of British Government in Singapore. Since 1946 it has also been the official repository for all publications printed in Singapore.

In September, 1954 a qualified librarian was appointed with the particular task of advising on a new central library and on a system of subsidiary libraries and the library was separated administratively from the museum at the end of the year. Draft plans for building a large central library to supersede the accommodation in the existing building have been prepared. In the meantime the library service from the existing premises is to be improved and extended.

Learned Bodies

The Malayan Branch of the Royal Asiatic Society was founded in 1878. It is the principal society in Malaya devoted to local anthropological, antiquarian and kindred subjects and its headquarters are at Raffles Museum. Since its foundation it has published a journal to which many noted orientalist have contributed. The field of natural history is covered by the Malayan Nature Society. The University of Malaya has given rise to a number of societies devoted to medicine and to mathematical and scientific societies. Great stress is laid on the importance of original research carried out by members of the University.

CHAPTER X

Health

IN SINGAPORE, as elsewhere, an efficient organization for the treatment of the sick, the prevention of disease and the promotion of health is regarded as essential both for safeguarding the public and for creating a more satisfying order of society. The administration and extension of this work are the duty of the Medical Department of the Government and the Health Department of the City Council. It is the aim of the Government to provide necessary medical care at prices within the reach of all citizens. In the large majority of cases, this means free treatment. At the same time the outbreak of disease is being controlled by widespread public health measures.

At the end of the Japanese occupation in 1945, the public health and medical institutions had fallen into decay and the general health of the population had declined seriously. The pre-war position has already been long regained and under the Government's Ten-Year Medical Plan further improvements have taken place rapidly. The last six years have also witnessed a remarkable freedom from many major infectious diseases such as plague, cholera or small-pox, an absence of malaria except for a few cases arriving from without or occasionally appearing in the out-lying islands as oddities, and a steeply diminishing incidence of many respiratory infections and of the more lethal alimentary affections. The stage has not yet been reached where a national health insurance scheme could be put into effect and a service guaranteed to anyone who was thereby entitled to demand it. On the other hand a hospital bed is never denied in emergency and parts of the Plan have already been achieved: there is now a good out-patient service and a first class blood transfusion service; there is an efficient public health organization.

In the city area, the enforcement of public health measures including the sampling of foods and the provision of infant welfare centres, is undertaken by the Health Department of the City Council. In the

rural areas the Health Branch of the Government Medical Department accepts responsibility for providing environmental health services on behalf of the Rural Board. The Government Medical Department is responsible for providing hospitals and out-patient department services throughout the Colony, an island wide school medical and dental service, an air and port health quarantine service and maternity and child welfare services in the rural areas.

In addition to the officially provided medical services a large number of voluntary bodies continued to play a most important part. Valuable assistance has been received from the World Health Organization.

MEDICAL STAFF

There is no acute shortage of doctors in Singapore. General practice should soon be adequately supplied apart from the recruits required for an expanding population. The progressive expansion of governmental medical services is demanding a constant flow of new doctors, but against this the University of Malaya will shortly be turning out graduates at a rate sufficient to meet the demand. It has not yet been found possible to dispense with the services of a number of doctors temporarily employed to meet acute shortages immediately after the war and difficulty is still encountered in staffing the health services because of the unpopularity of public health as a specialized career. There is also a general weakness in all branches of the medical services due to a too high proportion of comparatively inexperienced officers. Forty-seven doctors graduated from the University in 1954. From June, 1953 all graduates were required to do one year's housemanship before full registration. A Medical Council established under the Medical Registration Ordinance maintains the register of doctors.

There are far too few qualified dental practitioners to meet all needs; only twenty graduated in 1954 from the University of Malaya. For this reason official recognition was given to a number of unqualified dentists who had been practising for many years. These were required to pass a special examination set by the Dental Board before registration. The Dental Board is constituted under the Registration of Dentists Ordinance and has duties similar to those of the Medical Council.

In the few years immediately after the war the recruitment of nurses was extremely difficult. There was a reluctance on the part of suitably educated young women to enter a seemingly unattractive profession. Strenuous efforts were made to increase recruitment. Salaries and working conditions were greatly improved and a new nurses' hostel at the General Hospital was opened in 1953 as part of a series of improvements to living quarters. These efforts have borne

fruit for, when the target was set at 100, it proved possible to train 140 student nurses and seventeen probationary male nurses in 1954. With the expansion of the medical services the demand for nursing staff has correspondingly increased and it will be necessary to recruit for training a minimum of 100 student nurses every year. In the years immediately after the war it was found necessary to employ under-qualified nurses on a temporary basis. This position is now being corrected. A Nursing Board established under the Nurses Registration Ordinance is responsible for maintaining the register of nurses. A new departure has been the establishment of a training school in mental nursing at Woodbridge Hospital. The first batch of twelve nurses, already trained in the normal way, began their course of two years in mid-1954.

Midwives and pharmacists are subject to registration and control by statutory boards. The University of Malaya provides a diploma course in pharmacy.

THE MEDICAL REGISTERS

(31st December, 1954)

	Doctors	Dentists	Female nurses	Male nurses	Midwives	Pharmacists
Government Medical Department	123	17	324*	176	56	9
City Council	16	—	62	16	11	—
Rural Board†	3	2	35	—	47	—
University (teaching staff)	27	7	—	—	—	2
Housemen	36	—	—	—	—	—
Private practice and private institutions	249‡	34§	118	4	282	66
Totals	454	60	539	196	396	77

The above table does not include medical personnel in the Armed Services.

*There are in addition 106 underqualified nurses and 313 student nurses. The latter are prospective qualified nurses.

†The staff quoted as working for the Rural Board are in fact employed by the Government Medical Department but work full time on Rural Board duties.

‡Includes 6 doctors in Christian mission hospitals.

§There are in addition 259 unqualified dentists in private practice.

FINANCE

The Government's medical effort is financed from public revenues and the City Council's undertaking is financed from the Consolidated Rate Fund. The public medical services of the Colony are not supplied free to everyone although the majority of patients receive free treatment. Almoners are concerned with affording financial and other relief and with the "follow-up" of discharged patients though in this respect their work is in its infancy. Considerable recruitment will be necessary before the present almoner service can be brought to full efficiency.

PUBLIC MEDICAL FINANCE, 1954

RECEIPTS		EXPENDITURE			
			Running costs	Capital works	
	\$	Colony Government	\$	\$	
Fees from patients ..	1,176,520 00	Administration and over-heads ..	454,190 00	57,179 00	
Balance of cost borne by public revenue ..	21,751,734 00	General Hospital ..	6,089,160 00	1,271,185 00	
		Tuberculosis Hospital ..	984,641 00	60,227 00	
		Maternity Hospital ..	1,661,199 00	2,153,178 00	
		Other Medical Institutions	6,837,200 00	302,404 00	
		Public Health and Quarantine ..	3,032,697 00	24,994 00	
		City Council			
Fees from patients ..	—	Administration and over-heads ..	649,264 00	—	
		Infectious diseases hospital	404,857 00	45,350 00	
		Anti-mosquito measures ..	830,239 00	42,030 00	
Balance of cost borne by City Council Consolidated Rate Fund ..	4,300,400 00	Other public health measures ..	2,169,518 00	159,142 00	
			23,112,965 00	4,115,689 00	
Total ..	27,228,654 00		Total ..	27,228,654 00	

The balance of \$27,228,654 paid for medical services by the Government was 10.92 per cent of its total expenditure.

For medical finance purpose the Rural Board is treated as part of the Government.

INSTITUTIONAL FACILITIES

It became apparent soon after the war that not only would a large amount of reconstruction work have to be done to repair the ravages of the Japanese occupation but that the hospital and clinic facilities which had been adequate before the war would require vast expansion. The population had not only grown but was increasing rapidly and at the same time gaining great confidence in Western medical techniques. As a result the attendances at Government hospitals and clinics have increased at a rate even more rapid than the increase of population. The hospitals and clinics have been constantly filled to capacity and attendances would have been even greater had more facilities been available. By 1948 it was possible to meet the more urgent needs of post-war rehabilitation and formulate a Ten-Year Medical Plan for development. The first five-year period of this has

MEDICAL INSTITUTIONS, 1954

	Beds	Doc- tors	Den- tists	Nursing staff	Admis- sions	Out- patients
<i>Government and City Council Hospitals</i>						
General Hospital ..	800	45	9	505	27,404	621,505
Maternity hospital (excluding infants' cots) (<i>Kandang Kerbau Hospital</i>) ..	240	17	—	165	26,188	170,585
Tuberculosis hospital (<i>Tan Tock Seng</i>) ..	564	12	6	165	1,780	215,527
Infectious diseases hospital (<i>Middleton Hospital</i>)* ..	250	2	—	41	2,914	—
Orthopaedic Hospital (<i>St. Andrew's</i>) ..	120	—	—	23	120	—
Leprosy settlement (<i>Trafalgar Home</i>) ..	850	2	—	4	201	26,872
Mental hospital (<i>Woodbridge Hospital</i>) ..	1,900	5	—	25	1,261	—
Venereal disease hospital (excluding infants' cots) (<i>Middle Road Hospital</i>) ..	70	3	—	26	2,332	162,072
Prison hospitals ..	160	2	—	7	851	73,013
Police training school ..	20	1	—	1	546	8,129
<i>Voluntary Hospitals</i>						
Kwong Wai Siu Free Hospital† ..	445	2	—	5	1,875	30,122
St. Andrew's Mission Hospital ..	53	2	—	26	623	34,672
Red Cross Cripples Home ..	40	1	—	1	40	—
Malayan Union Mission of Seventh-Day Adventists ..	67	4	—	29	1,726	28,021
<i>Government out-patient institutions</i>						
(Other than those attached to hospitals)						
Out-door static dispensaries ..	—	2	—	2	—	60,988
Police ..	—	1	1	1	—	21,859
Rural Health Centres ..	—	3	2	82	—	184,925
Rural Nurse-Midwife Centres ..						
Rural Centres (Non-Residential) ..						
Floating and Travelling Dispensaries ..	—	—	1	4	—	47,731
School Medical Service ..	—	8	—	21	—	122,329
<i>Voluntary out-patient institutions</i>						
(Other than those attached to hospitals)						
Royal Singapore Anti-Tuberculosis Association Clinic ..	—	6	—	25	—	146,088

*The infectious diseases hospital is under the joint control of the Government Medical Department and the City Council Health Department.

†The Kwong Wai Siu hospital provides both Western and Chinese forms of medicine.

passed. The hospitals in the City have been expanded, some clinics and dispensary services have been established in rural areas, and sanitation, anti-malarial and other public health measures have been enlarged in scope.

Out-patient facilities exist at most of the hospitals. The figures opposite sufficiently emphasise the popularity of out-patient services. In Singapore almost all patients reach the Government organization without passing through the hands of a private doctor. To the new out-patient clinic is attached a blood transfusion unit which was formerly housed elsewhere. In 1954 this Unit handled 6,684 donors and 6,519 transfusions were given, both record figures. Amongst the donors there were 2,198 Service personnel. The Colony is fortunate in the help it has received from servicemen as blood donors but it is happily recorded that civilian donors are increasing in number.

Following the addition of new X-ray wings to two hospitals in 1953 and a further wing to another hospital during the year, making a total of 9 X-ray units and 3 X-ray therapy units, it was possible to handle 116,360 cases in the year. In addition 12,962 cases of treatment by X-ray were undertaken.

At the General Hospital a new pediatric block which will provide accommodation for two units of 150 beds each of the most up-to-date design is nearing completion. Two new air-conditioned operating theatre blocks are also under construction and should be completed by early 1955. Each block will consist of twin theatres, a major theatre and one minor theatre, together with accommodation for 36 patients plus the usual consulting rooms and records office and teaching facilities for medical students. During the year also a reconstruction and enlargement of the existing dental clinic was completed. This work will provide a very great increase in teaching and clinic facilities. A programme of reconstruction and modernisation of existing wards has been carried out by the Public Works Department and will continue throughout 1955.

A complete new wing of 116 beds for the Kandang Kerbau Maternity Hospital on most up-to-date lines is nearing completion.

The leprosy settlement witnessed further expansion when construction work was begun early in the year on permanent quarters for 450 patients. Site preparation preparatory to the provision of five six-storey buildings each providing 216 beds was begun at Tan Tock Seng Hospital in November, 1954. When these buildings are completed this will be a most modern tuberculosis hospital with 1,100 beds and a section of 750 beds for chronic cases. Four maternity and

child welfare clinics in the rural areas were opened during the year, bringing the total number of such clinics in rural Singapore to 46. The City Council has five infant welfare clinics, three of which are situated in suitable buildings, but two are housed in shop-house premises leased by the Improvement Trust and are too small for their purpose. These are to be replaced by new buildings in the near future. An additional clinic is also under construction. The 1,800 bedded Mental Hospital is under process of reconstruction and redecoration. Construction work on the Urban Health Centre costing \$2.1 millions is about to begin.

Part of the facilities at St. John's Quarantine Station have now been converted to accept some 800 opium addicts for treatment. It is hoped that by this measure suitably selected persons would be assisted in overcoming this disability and so lead a useful life.

The staff for the new institutions mentioned above is recruited by the Medical Department and is trained partly by it and partly elsewhere. The new construction work is carried out by the Public Works Department which is also responsible for the maintenance of Government hospital buildings.

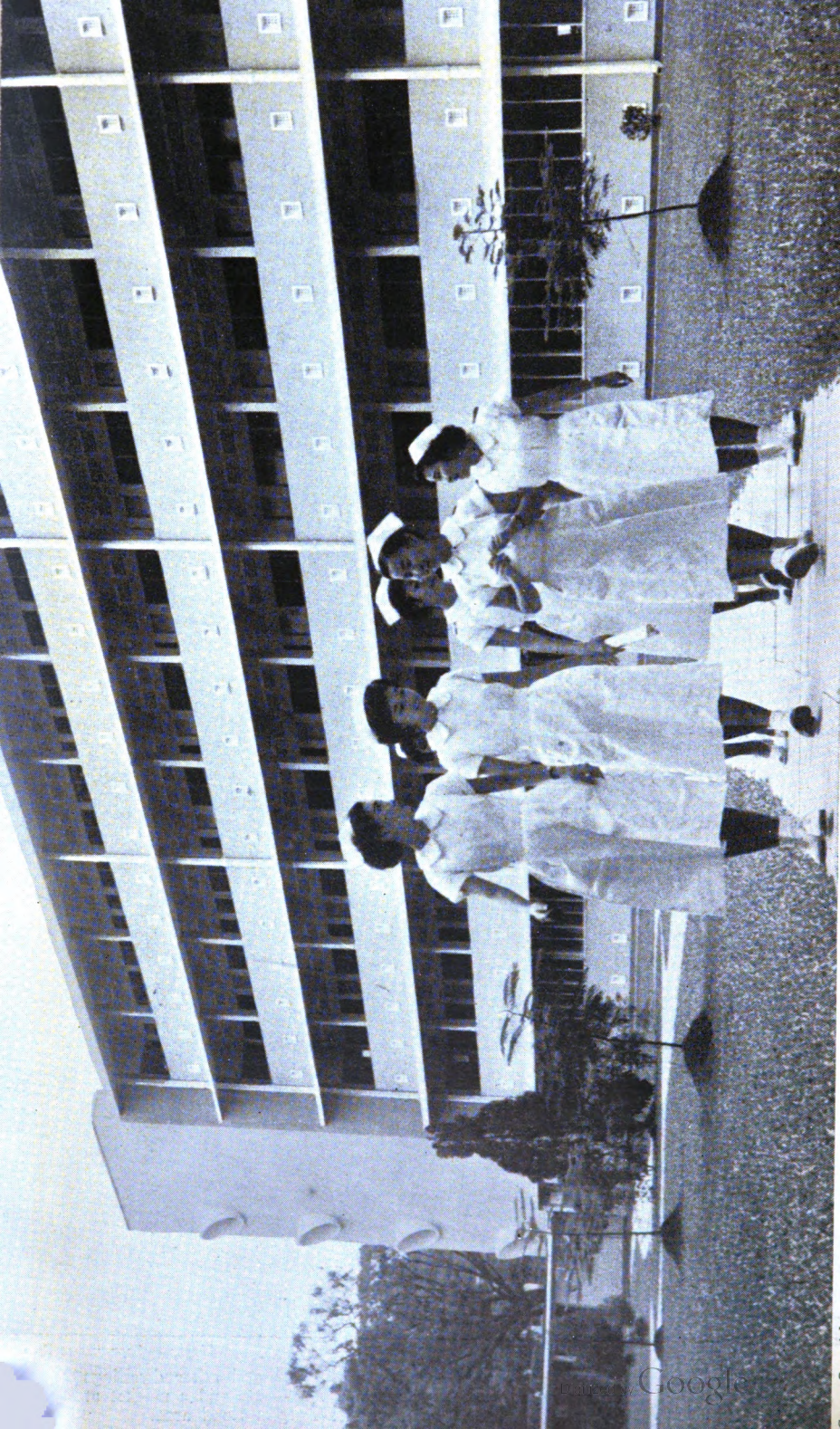
MATERNAL AND INFANT MORTALITY

Singapore continued to be one of the healthiest places in the East. Infant mortality, generally a sensitive index of public health, which had declined from 265 infant deaths in the first year of life per thousand live births in 1920, and 140 in 1940 to 67 in 1953, descended even more steeply to 56.10 in 1954. More important perhaps is the decline in the neo-natal mortality rate (infant deaths in the first four weeks of life per thousand live births) from 31.8 in 1953 to 26.12 in 1954. While allowance must be given to yearly oscillations such improvements as have been noted cannot altogether be due to chance variations. The post-war years have seen a large scale planned expansion of the maternal and child health services, particularly in the rural area which already has a well developed domiciliary midwifery service. Continual health education by the Health Department personnel of the Government and the City Council has created an immense awareness of the benefits of western medicine in the minds of the people and is beginning to change age-old habits and customs. There has been progressive improvement in recent years in the numbers of sanitary homes built both by private enterprise and by the Singapore Improvement Trust. With this development there has also been a clearance of slums, vegetable gardens and pig farms. The latter are



Singapore Improvement Trust

The Singapore Improvement Trust has built over 10,000 flats and other dwellings since 1946. Many of these are grouped as new suburbs. *Top*—flats and a market at Redhill Estate. *Below*—a block in the Alexandra-Tanglin Road area.



Since 1947 the number of doctors in the public service has increased three-fold; the number of nurses has been more than doubled. Most of the latter have received their complete training in the hospitals of Singapore. The picture shows probationer nurses against a new hostel built for them in 1953.

always a source of flies and through them of intestinal affections of children. Departments such as the Social Welfare and the Public Works Department and voluntary agencies have been particularly active in meeting relief of the needy and in opening roads and means of access. During the year also a delivery after care service at the Kandang Kerbau Maternity Hospital was instituted and was able to follow the cases of many mothers and new born infants in the urban areas.

There still remains much room for improvement in the infant mortality rate. The problem is more one of housing than of medicine. Many town dwellers live in tenements under extremely crowded and insanitary conditions. Anything approaching western standards of child delivery at home is in their case impossible. The result is that although a domiciliary midwife service is a practical proposition for the middle classes in better homes and for those in Singapore Improvement Trust houses the great bulk of the working classes must either have their babies in unsatisfactory conditions or they must be admitted to hospital. Of the 40,935 births among urban dwellers in 1954 no less than 20,301 took place in a Government hospital.

MATERNAL MORTALITY

		1947		1952		1953		1954	
		Maternal deaths regd.	Maternal mortality rate	Maternal deaths regd.	Maternal mortality rate	Maternal deaths regd.	Maternal mortality rate	Maternal deaths regd.	Maternal mortality rate
All races	..	125	2.9	87	1.7	68	1.2	88	1.5

The maternal mortality rate is the number of mothers' deaths per 1,000 live births.

INFANT MORTALITY

		1947		1952		1953		1954	
		Infant deaths regd.	Infant mortality rate	Infant deaths regd.	Infant mortality rate	Infant deaths regd.	Infant mortality rate	Infant deaths regd.	Infant mortality rate
Chinese	..	2,671	79.43	2,434	62.27	2,425	58.22	2,002	46.80
Malaysians	..	784	143.25	823	120.01	905	124.38	869	106.71
Indians and Pakistanis	..	236	76.45	243	66.19	249	62.94	257	60.76
Europeans	..	18	57.69	24	31.70	22	25.79	19	21.37
Eurasians	..	28	77.99	17	47.35	24	73.85	12	35.93
Others	..	21	113.51	36	78.28	30	60.12	35	63.06
Totals	..	3,758	81.33	3,577	69.97	3,655	67.04	3,194	56.10

The infant mortality rate is the number of deaths under 1 year of age per 1,000 live births.

INCIDENCE OF DISEASE

Coupled with the improving maternal and infant mortality rates there has been a fall in the general death rate largely as a result of vigorous public health measures. The death rate of 9.26 compares favourably with that in most western areas.

CAUSES OF DEATH

	1947		1952		1953		1954	
	Deaths regd.	Death rate	Deaths regd.	Death rate	Deaths regd.	Death rate	Deaths regd.	Death rate
Malaria and unspecified								
Fever	1,207	1.274	438	.407	362	.323	223	.191
Violence (all forms) ..	573	.605	467	.434	512	.457	489	.420
Beri-Beri	398	.420	257	.239	129	.115	100	.086
Senility	955	1.008	925	.859	781	.697	722	.620
Pulmonary Tuberculosis ..	1,468	1.550	956	.888	811	.724	829	.712
Heart Diseases	403	.425	692	.642	641	.572	672	.577
Diseases of the circulatory system	112	.118	204	.189	121	.108	106	.091
Diseases of pregnancy, childbirth and the puerperal state ..	125	.132	91	.084	68	.061	88	.076
Premature births and diseases of early infancy	853	.900	827	.768	1,009	.900	947	.813
Convulsions			not applicable				843	.724
Diseases of the respiratory system excluding tuberculosis and influenza ..	1,878	2.012	1,953	1.813	1,827	1.630	1,478	1.269
Typhoid, Dysentery, Diarrhoea and Enteritis	954	1.007	1,307	1.213	1,255	1.120	1,034	.887
Other diseases of the digestive system	253	.267	316	.293	332	.296	390	.335
Tuberculosis other than respiratory system ..	167	.176	250	.232	195	.174	135	.116
Diseases of the genito-urinary system	277	.292	361	.335	288	.257	314	.269
Diseases of the nervous system	263	.278	357	.331	457	.408	586	.503
Influenza and Acute Rheumatism	208	.220	74	.069	58	.052	30	.026
Cancer	306	.323	512	.475	621	.554	627	.538
Others	592	.625	1,021	.948	2,089*	1.864	1,177	1.010
Totals ..	12,511	13.206	12,060	11.196	11,556	10.311	10,790	9.261

*Includes "Convulsions".

Tuberculosis

Crowded urban living conditions have inevitably led to the spread of tuberculosis. At the end of the Japanese occupation the disease was rife. For the help given in combating this serious problem tribute must be paid to the Singapore Anti-Tuberculosis Association, a voluntary body, which has established an out-patient clinic and undertaken a sustained publicity campaign directed at making the population aware of dangers and at implanting elementary health knowledge. In 1952 it moved to a new clinic which X-rayed, diagnosed and gave

out-patient treatment to 152,790 patients. Hospital treatment is provided at the Government tuberculosis hospital which is one of the larger purely tuberculosis hospitals in Asia. A considerable expansion is planned for this hospital which in addition ran a free out-patient clinic with some 12,300 regular patients in 1954. Its ambulatory and domiciliary staff of almoners and health visitors have continued regular visits to patients. The systematic X-ray examination and tuberculosis testing of school children (and teachers) continues. 39,039 children have been vaccinated with B.C.G. in continuation of a campaign begun by the World Health Organization in June, 1951. An important part of the anti-tuberculosis campaign is a scheme for treatment allowances, the first of its kind in the East. The object of this scheme is to provide financial aid to certain patients to enable them not merely to buy diet and other essentials thereby gaining the best results from treatment but also to provide for the subsistence of their families and dependants.

Infectious Diseases

Since the epidemic of small-pox which prevailed from May, 1946 to March, 1947, contributing 152 cases with 41 deaths, and a further five cases in 1948, Singapore has not witnessed any quarantinable infectious disease, viz., small-pox, plague, cholera, typhus, yellow fever or relapsing fever, in spite of the proximity of territories in which many of these dangerous infectious diseases are either endemic or epidemic, and from which arrivals under quarantine observation were, at times, found to be suffering from small-pox. Poliomyelitis, diphtheria, chicken-pox, measles and whooping-cough, and to a smaller extent typhoid and dysentery, are, however, endemic. Although publicity has been given to the value of diphtheria prophylaxis in infants, the case and death rates still remain far too high and the numbers of infants brought to the clinics for inoculation are unsatisfactory.

The Infectious Diseases Hospital run jointly by the Government and the City Council admits cases of infectious diseases other than those occurring in Service personnel who have their own infectious diseases hospital. The hospital has fourteen iron lungs and special post-polio treatment facilities.

Quarantine Services

With its unique geographical position large numbers of passengers, ships crews and air-crews pass through Singapore from neighbouring infected countries. Its port health services are an essential bastion against disease from outside.

PORT HEALTH SERVICES

	1953	1954
Ships arriving from infected or suspected ports	1,614	1,587
Sea passengers inspected	79,713	98,994
Aircraft arriving from infected or suspected ports ..	1,321	1,341
Air passengers and crews inspected	40,374	39,725
Passengers quarantined	22,640	16,034

PUBLIC HEALTH

Routine work includes the inspection of places where food is prepared, premises used for offensive trades, house inspections, inspections on reports of nuisance, inspection of premises on behalf of various Government departments and visits in connection with the prevention of infectious diseases.

Samples of food and drugs are taken regularly and prosecutions instituted where necessary. Following a report from the General Hospital of cases of lead poisoning in persons who had taken Chinese drugs, samples of these drugs were obtained and examined for lead content. Some samples were found to have as much as fourteen per cent of lead and the vendors were successfully prosecuted. These drugs have now disappeared from the market but a strict watch is being kept for Chinese drugs containing lead and other toxic metals. Samples taken under the Food and Drugs Ordinance are analysed by the Department of Chemistry of the Government and by the City Analyst.

The tried and tested measures of mosquito control so long in operation in Singapore were continued and extended during the year. There are now 529 miles of permanent drainage, 211 miles of temporary drainage and oiling, 7,067 yards of fascine draining, 836 acres under naturalistic methods and D.D.T. spraying and pond control on a large scale. Night trapping for adult mosquitoes in areas noted for dangerous breeding was regularly carried out and no known carriers were caught throughout the year. The City Labour force of 621 joined a general strike of City Council labourers for 12 days in July but essential larvicidal works were continued by a skeleton volunteer labour force supplied by the Government Labour Exchange and the monthly paid staff of the City Health Department. Severe floods in December caused serious damage to anti-malarial works and for four days it was not possible for the labour force to carry out their normal duties. From the anti-malarial permanent drainage point of view, the year was one of consolidation and replacement of worn out anti-malarial drains and only a little over 3,000 yards of permanent anti-malarial drains were constructed. On the other hand repair work

on permanent concrete channels and sub-soil drains amounted to 51,750 yards. That this very highly malarious region is at present being kept completely free from this serious menace to health is a remarkable feat. In 1945-46 the population was riddled with malaria.

During the severe flooding in December, various emergency measures such as first aid posts for treatment of minor injuries manned by hospital assistants and a round-the-clock baby feeding service by the health visitors were instituted. This was followed by a survey of flood damage.

Water supply and sanitary services of the Colony are under the control of the City Council and the Rural Board as described in Chapter XIV. In the city area these are up to the standards of western cities and the Singapore piped water supply is safe to drink. Frequent analysis of samples of water and sewage is undertaken by the City Analyst for the City Council's undertakings (which extend partly into the rural areas) and by the Department of Chemistry for the remainder of the Colony. The same two authorities are responsible for checking samples of foods, alcoholic liquors and drugs in accordance with the elaborate code of regulations governing their sale and use.

The Advisory Council on Nutrition and the Public Health Conferences which have become important permanent features of post-war public health control continued to meet from time to time. Indications are that at the moment the general nutritional state of the population has not deteriorated from the high general level reached over recent years.

RESEARCH

The year witnessed extensive research activities in almost all fields of medicine. The most important among these were a clinical and statistical study of certain types of cancer of the throat, a survey of affections of the eyes having a bearing on nutrition, incidence of lead poisoning from the use of Chinese medicines, the efficacy of antibiotics and other drugs in a number of disease conditions, the evaluation of anti-convulsants in epilepsy, the radiological treatment of cancers, the relationship of lepromin and tuberculin sensitivity and a study of congenital heart disease with special reference to incidence and classification.

Research on the control of malaria and a study of potential yellow fever vector mosquitoes in and around the new international airport now under construction at Paya Lebar continued throughout the year. Also initiated during the year was an operation designed to collapse the upper lobes of tuberculous lungs using an inert plastic sponge.

CHAPTER XI

Welfare Services

WELFARE ACTIVITIES and the relief of distress in Singapore are undertaken by the Government and by a number of private agencies. These agencies, some of which were the pioneers of welfare work, are responsible among other things for more than half the institutional accommodation available for the needy as well as for much of the youth welfare work in the Colony. The aim of the Department of Social Welfare is to keep the whole field under review and to provide necessary services in those areas which are not adequately covered by other Government departments or by private agencies. Collaboration between the various departments and voluntary organizations is ensured by the existence of the Singapore Social Welfare Council. The Secretary for Social Welfare is the Chairman of the Council, and Government departments and voluntary organizations are represented on it. The Department of Social Welfare was set up in 1946. It now has an established place in the Colony administration and is organized to ensure orderly progress in all spheres of welfare work. The department has certain duties in connection with civil defence and is called upon to provide immediate shelter and relief for the victims of fires, floods and other disasters.

As a consequence of the exceptionally heavy rainfall which fell in October and December, the department was three times called into action to perform emergency duties during and after the serious flooding which occurred at Bedok, Potong Pasir, Braddell Road, Lorong Tai Seng and Geylang Serai. Over 10,000 people were affected and nearly half that number were temporarily rendered homeless. The department took the initiative and in collaboration with other Government departments and voluntary agencies such as the British Red Cross Society, the St. John Ambulance Brigade, voluntary workers and, later, the Singapore Flood Relief Fund Committee, succeeded in meeting the victims' immediate needs within only a few hours. Temporary shelter in reception centres, hot meals, blankets,

clothing, rice and tinned milk were provided. Cash relief payments were made a few days afterwards in each instance. A scheme for the rehabilitation of farmers was subsequently drawn up and was still in the course of execution by the end of the year. The scheme included the supply of chicks, ducklings, foodstuffs and fertilizers to farmers by the Agricultural and Veterinary Services while the Department of Social Welfare made further maintenance payments and issues of rice.

SOCIAL RESEARCH

The Social Research Section of the department conducts social surveys, the results and findings of which are made available to those concerned with the framing of future social legislation and procedure, the formulation of social policy, and with town planning.

Its main work in the course of the year was the completion of a survey of family living conditions which will yield very useful data and information concerning social conditions, family structure and earnings, and the standard of living of families whose chief breadwinner earns less than \$400 a month.

A pilot survey of the listening habits and tastes of Chinese households who listen to Radio Malaya's Chinese programmes, followed by field work of the main survey was also completed in 1954. This work continues.

The section maintains close liaison with the Social Research Unit, the Department of Social Studies and the Medical Research Unit of the University of Malaya, and also with the research units of the Department of Statistics and the Department of Broadcasting.

COUNSELLING AND ADVICE SERVICE

The Counselling and Advice Service includes a poor man's lawyer service and deals with problems of social and economic needs as well as legal advice. This service is able to give poor persons, who have a legal right but not the means or knowledge to obtain redress, an opportunity to use legal processes as a method of solving their difficulties. The cases dealt with include landlord and tenant relations, wage, gratuity and provident fund claims, compensation claims, matrimonial disputes, maintenance for both legitimate and illegitimate children, the custody of children, and assistance in out-of-court settlements in these and other cases.

SOCIAL SECURITY

Although there are no contributory schemes of social insurance applicable to the population at large for sickness, old age, or unemployment there are in Singapore a generous Workmen's Compensation

Scheme (see Chapter III), a Central Provident Fund Scheme, free medical treatment and hospital services (see Chapter X), homes for orphans and the aged (both Government and private) and an ever widening scheme of public assistance covering most categories of needy persons. Many pension and provident schemes operate for a limited number of people such as public servants and the employees of the larger commercial and industrial undertakings. Within family units and clans there is still a strong tradition of mutual help. There are few beggars in Singapore.

Government Public Assistance Scheme

Payments are administered by the Department of Social Welfare under a scheme which provides for the following classes of persons when found to be in need:—

- (i) the aged (men and women aged not less than 65 and 60 respectively);
- (ii) the sick, including those suffering from advanced tuberculosis;
- (iii) widows and orphans;
- (iv) the permanently disabled;
- (v) the temporarily disabled; and
- (vi) the unemployed.

Investigators carry out home visits to enquire into the circumstances of applicants. Those persons who qualify under the scheme are normally given relief according to fixed scales. The scales were greatly increased on 1st January, 1953. In cases where fixed scales are not suitable a variation may be recommended by the Public Assistance Board which is a non-statutory body appointed by the Governor.

The present fixed scales are:—

- (i) if residence in the Colony for one year or more is proved—

	<i>Per month</i>
	\$
Head of household	15
Wife/husband or other dependant aged 16 years or over ..	8
Dependant under 16 years	5

- (ii) if residence for one year is not proved—such rate as the Public Assistance Board may specially recommend;
- (iii) if the applicant has been unable to work for more than a month due to sickness—an additional sickness allowance at rates shewn in (i) above.

No maximum is placed on the amount which any family may draw as public assistance benefit alone, since such allowances are arbitrary and are not based on the actual cost of living or minimum wage rates. A maximum of \$90 per month is, however, placed on the combined

public assistance benefit and sickness allowances which may be received by a family, with the proviso that in cases of exceptional hardship the Public Assistance Board may recommend this maximum to be exceeded.

PUBLIC ASSISTANCE

		<i>Average number of families receiving payment</i>	<i>Annual sum disbursed</i> \$
1946 (July—December)	..	3,570	194,895
1947 .. ..	..	2,254	262,418
1948 .. ..	..	2,193	244,656
1949 .. ..	..	2,109	221,746
1950 .. ..	..	2,524	271,618
1951 .. ..	..	2,714	385,817
1952 .. ..	..	4,162	913,104
1953 .. ..	..	6,835	2,423,503
1954 .. ..	..	9,943	3,595,311

Government Tuberculosis Treatment Allowance Scheme

Under this scheme considerably larger payments than the public assistance allowances are made to tuberculosis patients whose chances of recovery are good. Payments are made by the Department of Social Welfare on the recommendation of Government medical authorities and the Royal Singapore Tuberculosis Clinic and are conditional upon the co-operation of the patient in the treatment. The allowances in 1954 were:—

			<i>Per month</i> \$ c.
Head of household as (i) out-patient	..	..	49 50
(ii) in-patient	..	..	16 50*
Wife or first adult dependant relative	..	..	27 50
Each additional dependant aged 16 years and over	..	..	16 50
Each dependant under the age of 16 years	..	..	13 20

*\$5 per month if the patient has no dependants.

In addition certain allowances and deductions are made to cover rent, school fees, domestic help, private family income and so forth.

T.B. TREATMENT ALLOWANCE

		<i>Families receiving payment</i>	<i>Annual sum disbursed</i> \$
1949 (April—December)	..	120	100,468
1950 .. ..	..	305	228,492
1951 .. ..	..	478	405,349
1952 .. ..	..	984	890,887
1953 .. ..	..	1,253	1,239,990
1954 .. ..	..	1,461	1,454,396

Silver Jubilee Fund

The Silver Jubilee Fund is a trust established from public subscriptions, and sums of approximately \$120,000 each year are disbursed under the direction of a management committee by the Department of Social Welfare for the relief of distress in Singapore. This money is largely used to supplement allowances paid under the Public Assistance Scheme. Old age, convalescent and confinement allowances are paid in suitable cases and the Fund is also used to meet the cost of educational and funeral expenses of persons in receipt of public assistance allowances or their dependants and for other special purposes.

Malaya War Distress (Singapore) Fund

The Trustees have received over 500 applications for assistance from persons and families standing in need by reason of the war in Malaya. Payments to meet educational expenses and in the form of monthly allowances and rehabilitation grants will be made shortly.

Opium Treatment

A scheme for the treatment of opium smokers has been drawn up and the necessary legislation has been passed whereby selected offenders found guilty of opium smoking may be recommended by the advisory committee to be detained in an opium treatment centre to undergo treatment. Such persons may be discharged on licence subject to their being placed under the supervision of a rehabilitation officer or other approved person. The scheme also makes provision for the admission of voluntary patients. The Opium Treatment Centre will be opened early in 1955.

Retirement Benefits

A Central Provident Fund was established by law in 1953 and the preliminary registration of employees began in 1954. This scheme which aims to provide retirement benefits to most classes of employees is more fully described in Chapter III. Seafarers have for many years been given benefits amounting to pensions from the Mercantile Marine Fund established by law and financed by a levy on shipowners.

HOMES AND INSTITUTIONS

More than half the homes and institutions in Singapore are run by voluntary agencies. Both these and the homes which are administered by the Department of Social Welfare cover a wide range of institutional welfare work.

Homes Operated by the Social Welfare Department

Nantina Home is an old people's home with accommodation for about 40. Blind adults receive instruction in braille and handicrafts.

Bushey Park Home is an old people's home with accommodation for about 200. Victims of fires, floods and other disasters and destitutes awaiting repatriation are also accommodated in this home.

Gimson School for Boys is an approved school for boys committed by the Juvenile Court. It has 140 boys under training in various trades.

Perak House is an orphanage accommodating 70 boys from six to fourteen years of age most of whom attend Government schools.

The Girls' Home, Mount Emily is for girls under eighteen years of age who have been found prostituting or are in moral danger. The home accommodates about 40 girls who receive educational and domestic training while in the home.

The Girls' Homecraft Centre, York Hill has a nursery section for about 50 children up to the age of six years and a homecraft section for about 100 girls up to nineteen years of age. The home is mostly for destitute, ill-treated and refractory children.

New Market Children's Home is for mentally deficient boys up to twelve years of age and girls up to sixteen years of age and has accommodation for about 30 children.

Two Boys' Hostels are for working boys on low wages, boys discharged from approved schools and other homes and for probationers. They accommodate about 60 boys.

Two Day Nurseries together accommodate about 120 children every working day. They are for the children of working mothers.

Homes Operated by Private Agencies

The Salvation Army operates orphanages and approved homes for boys and girls and a residential creche for young children who have been abandoned by or have lost their parents.

The Red Cross Home for Crippled Children accommodates 40 crippled children between the ages of six and sixteen. The British Red Cross Society has also organized deaf classes for 40 children.

The Singapore Association for the Blind has begun the construction of its \$500,000 blind school off Thomson Road.

Roman Catholic Organisations have been most active in the provision of institutional accommodation for young orphans, for girls in need of care and protection and for a number of handicapped children. The St. Joseph's Trade School (Boys' Town) caters for the same general type of boys as Gimson School for Boys but the channel for entering is not normally through the Juvenile Court. The Roman

Catholic homes for girls give an excellent training to many hundred girls who would otherwise drift on to the streets. The Little Sisters of the Poor run a home for more than 200 old people.

The Ramakrishna Mission Home caters largely for Indian orphans with accommodation for 72 boys.

The Overseas Chinese Creche is primarily for abandoned or destitute babies of all races with accommodation for 50 children.

Seafarers' Homes are described in Chapter XV.

YOUTH WELFARE

The Singapore Youth Council has about 35,000 members in its 30 affiliated youth organizations, of which the Federation of Boys' Clubs and the Singapore Scouts Association are the largest—with over 7,000 and 4,000 members respectively. The number of clubs increased more than twofold in 1954, from 11 clubs to 25 clubs, while yet another 11 clubs were in the process of formation at the end of the year. Since 1948 the Department of Social Welfare has given nearly \$150,000 as grants-in-aid to assist and encourage the youth movement. Many public spirited people have been attracted by the movement and have come forward to assist on the management committees of clubs and in numerous other ways.

The probation service is described in Chapter XIII.

The World Assembly of Youth

Singapore was the venue in August, 1954 of the Second Assembly of the World Assembly of Youth and over 400 delegates from 54 countries took part. The forums, plenary sessions and discussion groups took place at the Anglo-Chinese School, Barker Road, while delegates lived in a hostel of the University of Malaya. Madam Vijayalakshmi Pandit, then President of the United Nations, and the Rt. Hon. Malcolm MacDonald, Commissioner-General for South-East Asia, were guest speakers at the opening session. The Assembly was described by the President of the World Assembly of Youth as highly successful. The Singapore Youth Council was host for the occasion.

Children's Centres and Community Development

There are now more than two thousand poor children attending the sixteen Children's Social Centres. Work on a new centre at Sim's Avenue costing \$150,000 was begun in August, 1954 by the Public Works Department. Besides providing facilities for normal community activities, this centre will have a dental clinic and a medical dispensary. Children attending these centres receive elementary instruction in classroom subjects, cleanliness and hygiene, singing, drawing,

carpentry, tailoring, games and physical training. Each child attending the centre receives a daily snack. The centres are staffed by voluntary workers and by paid staff of the Department of Social Welfare. The St. John Ambulance Brigade operates clinics at seven of the centres. In addition to the community centres run by the Department of Social Welfare a new centre built by the Public Works Department at Bukit Panjang for approximately \$100,000 was opened in 1954 by the Rural Board and is run on similar lines to those of the Department of Social Welfare. The Rural Board has plans for three more centres.

The growth of Children's Social Centres into full community centres has continued gradually. Community Centre Advisory Committees which are fully representative of the neighbouring community have been formed at the centres at Serangoon, Siglap and Joo Chiat. They have been energetic in promoting social, recreational, educational and welfare activities. Raffles branch libraries have been opened in the Serangoon, Siglap and Joo Chiat centres while branches of the Labour Employment Exchange have also been established at the Serangoon and Siglap centres. A health education project which started at the Serangoon centre towards the end of 1953 is being extended to other centres.

CARE AND PROTECTION OF WOMEN AND CHILDREN

The care and protection of women and children are statutory functions performed by the Department of Social Welfare under the Children and Young Persons Ordinance and the Women and Girls Protection Ordinance. These responsibilities are undertaken by two sections of the department.

The section of the department concerned with the care and protection of children and young persons is responsible for investigations and prosecutions in respect of ill-treated and neglected children and for their subsequent care. Homes for children are dealt with above. During 1954 the section dealt with 66 cases of neglect or ill-treatment. In addition enquiries were made as a preliminary to 126 legal adoptions and 1,000 children were registered as 'transferred'. These are children who, though not legally adopted, live apart from their near relatives in circumstances normally regarded by Chinese customary usage as adoptive. There were altogether 3,123 such children on the books of the department at the end of 1954. During the year the Children and Young Persons Ordinance was amended to include boys as well as girls within the definition of 'transferred child'.

The object of the Women and Girls Protection Ordinance is the suppression of brothels and the protection of women and girls. To this

end raids, in conjunction with the Police, are conducted by a section of the Social Welfare Department against suspected brothels, procurers, souteneurs and others whose interests interlock in the pursuit of prostitution. Girls who in the course of raids are found in brothels or are thought to be in moral danger may be taken to a place of safety or be put on bond as the case may be. During the year under review 349 raids were carried out on places suspected of being used for immoral purposes and 46 girls were taken to a home. The circumstances under which women and girls enter the Colony are carefully examined as a safeguard against their later use for immoral purposes.

PREVENTION OF CRUELTY TO ANIMALS

The Singapore branch of the Royal Society for Prevention of Cruelty to Animals works in close co-operation with the Animal Lovers League and in the last year answered 6,244 advisory calls, collected 1,856 injured, stray or unwanted animals, placed 568 animals in homes and investigated 73 cruelty and other complaints. The City Veterinary Surgeon is also, amongst his other duties, responsible for enforcing the Prevention of Cruelty to Animals Ordinance and is in charge of an animal infirmary. A new infirmary building completed in February, 1954 has an air-conditioned operating theatre, an X-Ray department and other modern facilities together with quarters for twenty resident staff.

CHAPTER XII

Legislation

THIRTY-FOUR Ordinances were enacted during 1954. Of these two were the Final Supply (1952) Ordinance and the Supply Ordinance, nineteen were amending Ordinances and eleven, including one private Bill, were new Ordinances.

The following were the more important:—

The Singapore Legislative Assembly Elections Ordinance, 1954

This Ordinance was enacted as a consequence of the recommendations of the Constitutional Commission that the Legislative Council of the Colony should be replaced by a Legislative Assembly which should be primarily an elected body with an effective majority of elected members. It accordingly provides that no election shall be held under its provisions until the establishment of a Legislative Assembly for the Colony by Her Majesty in Council and that the Singapore Legislative Council Elections Ordinance, 1947 (No. 24 of 1947) shall be repealed if and when the Singapore Colony Orders in Council 1946 to 1953, under which the existing Legislative Council was established, are revoked. The Ordinance closely follows the provisions of the 1947 Ordinance but among the important changes is the substitution for the existing system of voluntary registration of voters of an automatic registration based on the identity cards issued under the Emergency (Registration) Regulations, 1948. Any person of not less than twenty-one years of age who is a citizen of the United Kingdom and Colonies or was born in any of the territories included in the Federation of Malaya or the Colony of Sarawak or the Colony of North Borneo or the State of Brunei and ordinarily resident in the Colony on the 1st of April in the year during which the current electoral register is prepared or revised, is entitled to registration.

The City Council Elections (Temporary Provisions) Ordinance, 1954

This Ordinance is also necessitated by the proposed constitutional changes. In effect it postponed the City Council Elections otherwise

required to be held in December 1954 and enables those City Councillors ordinarily required to retire at that date to continue to hold office.

The Criminal Justice (Punishment—Amendment) Ordinance, 1954

This Ordinance abolishes the distinction between the various types of imprisonment, namely, penal servitude, rigorous imprisonment and simple imprisonment, which could formerly be imposed by the Courts of the Colony. In future all offenders ordered to be detained will now be sentenced merely to imprisonment. In this respect the Ordinance follows closely the provisions of the United Kingdom Criminal Justice Act, 1948. The Ordinance also makes radical alterations in connection with the imposition of the punishment of whipping. It abolishes the use of the cat-o'-nine tails and the power to sentence an offender to corporal punishment is restricted to the High Court which may pass such a sentence only for offences involving actual violence, and for offences of extortion, living on the earnings of prostitutes or otherwise procuring or trafficking in women by a male, and unlawful possession of arms or poisonous gases for the purpose of committing offences punishable under the Penal Code.

The Criminal Justice (Temporary Provisions) Ordinance, 1954

This Ordinance provides temporary measures to deal with members of, or persons connected with, unlawful societies and thus to counter the widespread and dangerous criminal activities of such societies. For this purpose it provides for sentences at the discretion of the Court, of corrective training or preventive detention, depending on age, when a person is convicted of the commission of certain scheduled offences and the person was at the time of the commission a member of, or connected with, an unlawful society. The Ordinance also provides for proof of such membership or connection and makes special provisions for the grant of bail. It moreover empowers Courts to impose additional conditions in cases where a person who is a member of, or connected with, an unlawful society is required to execute a bond for keeping the peace or is directed to be subject to the supervision of the police. The Ordinance may be continued in force from time to time by the Governor in Council.

The Dangerous Drugs (Temporary Provisions) Ordinance, 1954

This Ordinance which is expressly stated to be in force for one year only but which may be extended beyond that period at the discretion of the Governor provides by amendment of the Dangerous Drugs Ordinance, 1951 (No. 7 of 1951) for the establishment of Opium Treatment Centres and for the sentence of first offenders found guilty of

certain offences involving the possession or consumption of opium to a period of detention at such Treatment Centres and also for the voluntary attendance of opium addicts at such centres.

The Workmen's Compensation Ordinance, 1954

This Ordinance consolidates and re-enacts the law relating to workmen's compensation and in particular incorporates so many of the conventions and recommendations of the International Labour Organisation as are applicable to the circumstances of the Colony. It involves considerable changes in the existing law as contained in Chapter 70 of the Revised Edition of the Laws. In particular the Ordinance allows the negotiation and settlement of cases by officers of the Labour Department instead of by the Commissioner for Workmen's Compensation as formerly. In cases where agreement between the employer and workman is not possible reference is made to an arbitrator whose award is final save on questions of law which may be referred to the High Court. The Ordinance also widens the scope of the definition of 'workman' and places on the employer the onus of proving that an accident did not arise out of a workman's employment. The Ordinance also extends and clarifies the law relating to compensation for occupational diseases, the majority of the diseases in the Schedule to the United Kingdom National Insurance (Industrial Injuries) (Prescribed Diseases) Regulations, 1948, being now treated as if they were personal injuries by accident to which accordingly the provisions of the Ordinance apply.

The Children and Young Persons (Amendment) Ordinance, 1954

This Ordinance which amends the Children and Young Persons Ordinance, 1949 (No. 18 of 1949) makes various provisions designed to protect the welfare of children and young persons. The term 'transferred child' is extended to include a male as well as a female child and the provisions of the 1949 Ordinance accordingly now apply also to male transferred children. The provisions of that Ordinance protecting children and young persons from assault and ill-treatment are strengthened and protection is given to young girls against forced marriages. The Ordinance also makes certain extensions to the powers of a Juvenile Court to deal with unruly young persons.

The Women and Girls Protection (Amendment) Ordinance, 1954

The effect of this amendment is to extend protection against procurement and harbouring for immoral purposes to women and girls of known immoral character. It follows closely the United Kingdom Criminal Law Amendment Act of 1951.

required to be held in Decollors ordinarily required to office.

The Criminal Justice (Punishment) Ordinance, 1954

This Ordinance abolishes of imprisonment, namely and simple imprisonment, Courts of the Colony. It will now be sentenced in the Ordinance follows closely Criminal Justice Act, 1948 in connection with the It abolishes the use of the an offender to corporal which may pass such a violence, and for offences substitutes or otherwise proc unlawful possession of a committing offences pur

The Criminal Justice (Punishment) Ordinance, 1954

This Ordinance provides of, or persons connected the widespread and de For this purpose it provides Court, of corrective to age, when a person is of offences and the person of, or connected with provides for proof of such provisions for the person impose additional conditions of, or connected with bond for keeping the provision of the police time to time by the

The Dangerous Drugs Ordinance, 1954

This Ordinance only but which of the Government Ordinance, 1954 ment Centres :

... of the ... of hotels and ... of the ... and ... of the ... by the Merchant ... Ordinance, 1954 ... of a special licensing authority for ... that provided in other ...

... Ordinance, 1954 ... of a Singapore ... training and research in tech- ...

... Ordinance, 1954 ... of the Colony

... Ordinance, 1954 ... of Peace ...

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... Ordinance, 1954 ... of the Colony ...

... Ordinance, 1954 ... of the United Kingdom ... provides for ... medicine supplied

CHAPTER XIII

Law and Order

COURTS of law are established under the constitutional instruments of the Colony as amplified in local Ordinances. The judges, magistrates and court officials collectively form the Judicial Department under the Chief Justice.

CIVIL LITIGATION

There were two Civil District Courts in 1954. Each has a District Judge empowered to try cases of a civil nature in which the amount in dispute does not exceed \$500. Larger cases are heard in the High Court which has unlimited jurisdiction and is presided over by the Chief Justice or by a Puisne Judge. The High Court also hears appeals from Civil District Courts. Appeals from the High Court are heard by the Court of Appeal composed of three judges. A further appeal in certain cases lies to the Privy Council. These Courts are constituted under the Courts Ordinance which also provides for Rules Committees to prescribe rules for the detailed conduct of business. The Court of Appeal and the High Court in both its civil and criminal jurisdiction are collectively described as the Supreme Court.

The great bulk of civil actions are begun by summonses taken out by one party against the other. The issue of summonses and other processes forms a large part of the work of the Courts of civil jurisdiction and their registries.

The number of cases between landlords and tenants further decreased in 1954 probably due to an improvement in the housing situation. The continued increase in the number of summonses for money claims on the other hand no doubt reflects the less favourable circumstances of commerce in the year as also does the increased number of processes to enforce judgment. There was a general increase in litigation in 1954.

The Hotels Ordinance, 1954

This Ordinance provides for the licensing and control of hotels and lodging-houses of all kinds except pilgrim lodging-houses and seamen's lodging-houses. The latter are dealt with by the Merchant Shipping (Seamen's Lodging-Houses—Amendment) Ordinance, 1954 (No. 25 of 1954) which provides for a special licensing authority for seamen's lodging-houses on the same lines as that provided in other cases by the Hotels Ordinance.

The Singapore Polytechnic Ordinance, 1954

This Ordinance provides for the establishment of a Singapore Polytechnic with facilities for studies, training and research in technology, science, commerce and arts.

The Japanese Treaty of Peace Order, 1952 (Application to the Colony) Ordinance, 1954

This Ordinance applies the terms of the Japanese Treaty of Peace Order, 1952, with minor modifications to the Colony.

The Malayan Establishment (Transitional Provisions) Pensions Ordinance, 1954

This Ordinance preserves the pension rights of officers formerly on the Malayan Establishment and now in the service of the Colony Government following the break-up of the Malayan Establishment.

The Poisons (Amendment) Ordinance, 1954

This Ordinance tightens the control over poisons and in particular brings within the scope of the Poisons Ordinance, 1938 (No. 39 of 1938), dangerous drugs which are also poisons. In this respect the law of the Colony is brought into line with the United Kingdom Pharmacy and Poisons Acts, 1852 to 1933. The Ordinance also provides for proper supervision when poisons are dispensed in medicines supplied by pharmacists and medical practitioners.

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CIVIL BUSINESS OF COURTS, 1954

	<i>Civil District Courts</i>		<i>High Court</i>	
	1953	1954	1953	1954
Summonses to commence action:				
for money lent	1,788	2,905	820	984
for goods sold	342	441	738	763
for wages	322	250	17	36
for Income Tax	605	340	201	167
for other money matters	362	320	495	556
for possession of landed property	341	274	52	81
in other cases requiring originating summonses .. .. .	..	..	279	198
Applications and summonses in chambers	1,751	1,823	1,290	1,551
Judgment debtor summonses	519	738	71	103
Processes in execution of judgment	1,956	2,248	424	474
Warrants of commitment and arrest	157	210	11	10
Petitions for probate and letters of administration	26	43	690	611
Bankruptcy notices and petitions .. .. .	..	..	417	681
Divorce petitions .. .. .	..	..	43	53
Adoption petitions	186	106	67	62
Admiralty suits .. .. .	..	..	12	4
Crown suits .. .. .	..	..	7	4
Writs of habeas corpus .. .. .	..	..	..	3
Other processes	430	591	312	364

Those cases which are opposed by any party lead, in most cases, to actions in Court. It is common in the District Courts for litigants to conduct their own cases through interpreters provided by the Court.

CIVIL ACTIONS DISPOSED OF IN COURTS, 1954

	<i>Civil Dis- trict Courts</i>	<i>High Court</i>	<i>Court of Appeal</i>
	<i>Appeals from Original District and Actions other lower courts</i>		
Suits—			
for money lent	2,254	4	984
for goods sold	357	1	763
for wages	210	13	36
for other money matters	512	2	556
for possession of landed property	208	16	81
Bankruptcy .. .. .	..	..	681
Divorce .. .. .	..	..	53
Other actions (including Income Tax suits)	56	14	3,551
Totals	3,697	50	6,705
			30

BANKRUPTCY AND COMPANY LIQUIDATION

The administrative work resulting from the bankruptcy jurisdiction of the Supreme Court is dealt with by the Official Assignee under the provisions of the Bankruptcy Ordinance. The same Officer, in his capacity as Official Receiver, is concerned with the insolvency of companies under the provisions of the Companies Ordinance, 1940.

In the case of individual bankruptcies the Official Assignee, who is a public officer and an officer of the Court, alone can be the trustee in bankruptcy, there being no provision in the Colony for a private trustee. The United Kingdom practice as regards company insolvency, however, is followed almost exactly, and private liquidators as well as the Official Receiver may be appointed in the winding-up of a company.

BANKRUPTCY

	1952	1953	1954
Receiving Orders made—			
in respect of wage-earners ..	69	94	108
in respect of traders ..	34	52	97
Liabilities of bankrupts (approx.) ..	\$10,400,000	\$3,400,000	\$5,400,000
Estimated value of assets ..	\$ 2,800,000	\$ 158,000	\$ 714,000

The figures for 1954 show an increase in the volume of insolvency compared with 1953. This increase was due partly to a number of bankruptcies among building contractors and dealers in textiles. In the case of the building contractors the cause of insolvency can be attributed mainly to their lack of experience in the building trade, most of them having formed new firms which became insolvent in the course of attempting to carry out their first building contract. Textile dealers became insolvent because they had purchased their stocks at a time when prices were high and had to suffer losses because of a fall in the price of textiles.

Under the Bankruptcy (Statutory Discharge) Ordinance, 1948 a further 64 discharges were granted during 1954 making a total of 2,291 pre-war bankruptcies which were dealt with under this Ordinance.

There were only two orders made for the winding-up of companies in 1954.

ESTATES OF DECEASED PERSONS

A Public Trustee, who is the same official as the Official Assignee, is appointed to administer estates of small value and other estates which may be placed in his hands by the Supreme Court in accordance with the Public Trustee Ordinance. In addition, as Official Assignee, he may administer estates under the Probate and Administration

Ordinance in certain cases, for example, when no application has been made for probate or letters of administration. At the end of 1954 the Public Trustee was administering 238 estates in which the liquid assets amounted to \$1,981,525 while as Official Assignee he was responsible for a further 200 small estates valued at \$95,000. Immovable properties forming part of the assets of the estates which were being administered by the Public Trustee were estimated to be worth \$950,000 approximately.

There is a Common Fund which, following the practice adopted in New Zealand, represents the combined investment of estates administered by the Public Trustee and amounted to \$1,518,955 at the end of 1954. The Common Fund is managed by a board of public officers in the manner of an investment trust restricted to trustee securities. It is guaranteed out of public funds and, on realization of their holdings, estates receive an amount representing their original investment, so that they are not affected by fluctuations in investment values. A dividend is paid, which in 1954 was 3 per cent.

ENEMY PROPERTY AND OWNERLESS PROPERTY

In 1939 a Custodian of Enemy Property was appointed to administer enemy owned estates sequestered as a result of legislation governing trading with the enemy. This office is held by the Public Trustee. Since the war the enemy property administered by the Custodian, which included the property of persons whose country had been overrun by Germany and Japan, had nearly all been distributed in the manner provided by treaties and other agreements with the countries concerned.

Of a total of \$23 million of ex-Japanese assets some \$20 million had been transferred to the Malayan War Damage Fund by the end of 1953. During the year a further \$1 million realised from ex-Japanese assets was transferred to the same Fund, making a total of some \$21 million transferred by the end of 1954. A sum of \$3,750,000 representing German enemy assets is still held for distribution.

After the Japanese occupation a considerable quantity of non-enemy property was taken into custody. Much of this property was ownerless in the sense that no person was able to identify it as his own. Wherever possible property which could be identified was returned to the owner when ownership was eventually established. Property which could not be identified or in respect of which no claims were made was eventually sold. Sales of this ownerless property realised over \$11 million and this money has been paid into the War Damage Fund.

CRIMINAL COURTS AND CRIME

COURTS

There were altogether thirteen Criminal District and Police Courts constituted under the Courts Ordinance at the end of 1953. Police Courts are presided over by Magistrates with powers which in general extend to the award of six months' imprisonment and \$500 fine. District Courts are presided over by District Judges who may impose sentences up to two years' imprisonment and \$1,000 fine. There are exceptions to the above general rules. For administrative convenience one of the five District Courts and one of the eight Police Courts specialized in road traffic offences, one Police Court specialized in offences concerning unauthorized building, hawking and other breaches of the Municipal Ordinance and one in juvenile crime. A special procedure is laid down for the Juvenile Court which tries offenders below the age of 16 and may send them to approved schools, approved homes and places of safety but not to prison. The Juvenile Court is housed separately from the other Police Courts.

A probation service for both adults and juveniles is maintained by the Social Welfare Department. Seven probation officers under the general supervision of a Probation Committee examine the family environment and other circumstances of persons found guilty of less serious offences and if they consider that there is a good prospect of rehabilitation may recommend to the Court that the person be placed on probation. The result of a Probation Order is the release of the offender subject to certain conditions as to regular reporting. Probation is not normally granted to a person who has no employment or, if a juvenile, is without suitable relatives or friends who can be responsible for his care. At the end of 1954 there were 251 adults and 180 juveniles on probation, an increase of 79 per cent over the previous year. A total of 153 cases were closed during 1954 and of these 23 per cent had committed further offences or had otherwise failed to respond.

Graver offences are tried in the High Court at monthly Assizes after preliminary inquiry in a Police Court. At the Assizes a judge of the High Court sitting with a jury of seven has unlimited jurisdiction. In addition a Judge of the High Court has power on appeal to alter the findings, sentences and other orders of District Judges and Magistrates. An appeal lies from the High Court to the Court of Criminal Appeal consisting of the Chief Justice and two or more judges and, in certain cases, an appeal may be made to the Privy Council. The conduct of the Courts in criminal cases is governed by the Criminal

PERSONS DEALT WITH IN THE COURTS, 1954

OFFENCES	C O N V I C T E D												Bound over, probation or otherwise released
	Total arrested or summoned to court	Acquitted	Nolle prosequi	Total	Death	Imprisonment		Whipping		Fine			
						Adults	Juv.†	Adults	Juv.	Adults	Juv.		
<i>Against the Person</i>													
Murder and Manslaughter	..	16	9	—	7	2	5	—	—	—	—	—	—
Other	..	2,742	1,077	98	1,567	—	556	20	—	—	541	13	437
<i>Against Property</i>													
Robbery and extortion	..	370	113	8	249	—	175	—	—	—	54	1	19
House breaking	..	135	16	4	115	—	90	2	—	—	1	—	22
Other	..	874	183	35	656	—	327	30	—	—	101	1	197
<i>Against Traffic Ordinance</i>	..	18,792	1,601	69	17,122	—	20	—	—	—	17,070	28	4
<i>Against Municipal and Customs Ordinances</i>	..	44,654	6,105	311	38,238	—	9	—	—	—	37,921	304	4
<i>Other Offences</i>													
Seizable	..	15,490	834	60	14,596	—	772	2	—	—	12,638	276	908
Non-seizable	..	8,454	486	97	7,871	—	50	1	—	—	7,726	26	68
Totals	..	91,527	10,424	682	80,421	2	2,004	55	—	—	76,052	649	1,659

* Sentences not commuted.

† Juveniles, i.e. below the age of 16 years, are not sentenced to imprisonment but to detention in homes or approved schools.

Procedure Code which also divides crimes into two categories, seizable and non-seizable. Non-seizable crimes are the less serious ones for which the offender may not ordinarily be arrested without a warrant.

There was a great increase in the volume of work at the Assizes in 1954 and the number of Courts was increased from four to five at the end of the year.

CRIME

For the third successive year there was a decrease of seizable offences; robberies of all kinds decreased from 407 to 303, while armed robberies decreased from 228 to 141. The value of property stolen decreased from \$2.8 millions to \$2.6 millions as estimated by the owners. Reported cases of extortion rose from 102 to 199. This is not regarded as an indication of a sharp rise in this offence, but rather of growing willingness on the part of the victims to come forward to make reports.

SEIZABLE OFFENCES, 1954
(POLICE CASES)

Year		Against the person	Against property	Other Offences	Total cases reported to Police	Cases taken to Court in the year	Cases under investigation at end of year
1949	..	513	4,698	1,226	6,437	2,887	212
1950	..	563	5,852	1,645	8,060	3,253	184
1951	..	660	7,922	2,048	10,630	4,154	207
1952	..	736	6,426	3,165*	10,327*	5,076	564
1953	..	709	6,338	5,690†	12,737†	7,293	697
1954	..	792	6,377	4,474‡	11,643‡	5,551	413

* include 1,658 opium and other drug cases reported to the Police but in earlier years handled by the Customs Department.

† include 4,276 opium and other drug cases.

‡ include 3,283 opium and other drug cases.

The figures in the above table are for cases dealt with. A case may involve several persons.

Secret Societies

Much of the crime in the Colony can be attributed to criminal gangs which are the descendants of Chinese secret societies though they are no longer exclusively Chinese. They practise extortion on hawkers, trishaw riders and others who often avoid complaining to the Police from fear of reprisals. In 1954 the appropriate branches of the Criminal Investigation Department were reorganised. A satisfactory increase in the number of extortions reported has already been shown. The number of murders attributable to secret societies dropped to three in 1954 compared with five the previous year. There are some thousands of suspected secret society members on record; 235 were added to the list in 1954. In addition 55 members were convicted under the Societies Ordinance. The outstanding event was an attempt to hold a secret initiation ceremony for new members, the second since the war. It was raided and all the participants were arrested.

OFFENCES REPORTED TO THE POLICE, 1954

<i>Offence</i>	<i>Total reported</i>	<i>Subsequently not convicted, not prosecuted or not detected</i>	<i>Subsequently Convicted or detected</i>
<i>Against lawful authority</i>			
Against public order	224	168	56
Escape, harbouring, etc.	57	20	37
<i>Against public morality</i>			
Rape	7	2	5
Unnatural offences	2	1	1
Other	78	36	42
<i>Against the person</i>			
Murder and manslaughter	20	4	16
Attempted murder and suicide	143	17	126
Hurt and grievous hurt	404	105	299
Criminal intimidation	95	76	19
Other	72	32	40
<i>Offences against property</i>			
Robbery and attempted robbery of all kinds	303	221	82
Extortion by threats	199	117	82
Housebreaking and attempts	992	876	116
Thefts and attempted thefts of all kinds	3,648	2,979	669
Receiving stolen property	86	21	65
Criminal breach of trust, cheating, etc.	721	328	393
Arson	16	12	4
Trespass of all kinds	411	79	332
Other	3	2	1
<i>Against Traffic Ordinance</i>	17,149	27	17,122
<i>Dangerous drugs offences</i>			
(Mainly opium smoking)	3,283	696	2,587
<i>Other seizable offences</i>	933	333	600
Totals	28,846	6,152	22,694

Narcotics

Opium is still the most notorious illicit drug within the Colony, and throughout the year the Customs Department, the Police Force, and the Corrupt Practices Investigation Bureau have been jointly engaged in suppressing the traffic and the evils associated with it. Responsibilities lie with the Customs Department for preventing the importation of narcotics from other countries, the Police Force for the suppression of opium smoking and peddling within the Colony and the Corrupt Practices Investigation Bureau for discovering and prosecuting cases of bribery which result from the trade. Determined measures against the traffic and traffickers, including the deportation from the Colony of several principals, continued during 1954 and during the latter half of the year the market price of raw opium showed a marked increase. Whilst the high price of the drug may not always indicate short supply in the Colony it does mean that smugglers were demanding high rates for their services commensurate with the risks that have to be taken to penetrate the preventive screen. Although many of the more powerful opium syndicates have been broken up by action against their leaders there are still many small and big racketeers operating in this most lucrative business. Some success was achieved during the year and 3,211 lbs. of opium, with a local wholesale value of over \$3 million, were seized by the Customs Department.

During 1954 the pattern of smuggling changed. It was first thought that opium seized in merchant ships on a regular run to Singapore from the Persian Gulf, Indian ports, Burma and Thailand was being smuggled by groups of seamen solely for their personal gain. It became clear, however, that this method of transportation was favoured by the larger opium syndicates as it enabled them to maintain a steady supply by means of ships calling regularly at Singapore without jeopardizing large amounts of capital in single bulk shipments by chartered vessels—their practice in 1952 and 1953. Seizures of Persian opium increased since the re-opening of Gulf oil ports to tanker traffic and it was evident, from the seizures made by the Customs Department during the year, that Indian and Persian opium, on account of their better quality, were preferred by the Malayan market to opium of lower morphine content seized in ships from Bangkok and Rangoon. The following figures showing seizures of opium by country of origin during 1954, represented as a percentage of the whole, are of interest:

<i>Per cent</i>			<i>Per cent</i>		
India .. ..	..	17	Burma .. ..	..	14
Persia .. ..	..	47	Exported through Thailand	..	22

Three large importations of ganja, also known as Indian hemp, bhang, hashish and marijuana were detected by the Customs Department during 1954 and suggested that its use is on the increase. Apart from its potency ganja is popular with drug addicts on account of its relatively low cost but there is no evidence to suggest that it is replacing opium. No large-scale importations of morphine were detected during the year though it is believed that this drug is being sought by buyers in Indonesia to fortify heavily adulterated supplies of prepared opium received from Singapore.

A Central Narcotics Intelligence Bureau was established within the Singapore Customs Department for the purpose of consolidating the gains made in the Malayan area in the suppression of the traffic in narcotic drugs. The Bureau also aims to promote the closest co-operation with countries having a similar problem and issues a quarterly bulletin.

Police work in the Colony consisted mainly in the search of opium dens. There were 3,796 searches in 1954 against 4,831 in the previous year. As a result 2,978 pipes and 2,879 lamps were seized; 1,851 persons were charged before the Courts under the Dangerous Drugs Ordinance.

A Government Opium Treatment Centre was established on St. John's Island, lying to the south of Singapore, for the accommodation of a maximum of 800 patients. Their release from the Island is to be followed by after-care treatment organized by the Social Welfare Department. Addicts may voluntarily submit themselves for treatment, expected to vary from 3 to 12 months, at this Centre or be directed by magistrates to undergo a rehabilitation course instead of imprisonment. Treatment is in its earliest stages and it is yet too early to claim success.

Unremitting pressure against the illicit trade in opium is undoubtedly making headway but no permanent solution is likely unless there is international control of the cultivation of the opium poppy to meet legitimate requirements for medicinal purposes alone.

CORONER'S COURT

Under the Criminal Procedure Code a report must be made to the Coroner in cases where a death appears to have occurred in a sudden, unnatural or unknown manner. In certain cases the Coroner is then required to hold an inquest with jurors in open court to ascertain the cause of death. In other cases less formal inquiry without jurors is allowed. There were 28 inquests with jurors in 1954 and 862 inquiries without jurors.

CORONER'S VERDICTS

	1953	1954
Murder	18	14
Other offences not amounting to murder ..	32	18
Open verdicts	27	39
Death by misadventure	279	287
Suicide	149	113
Natural causes	482	539
Other causes	43	57
Pending	49	114
Total ..	1,078	1,181

The Coroner may require the Police to initiate further investigations if he finds that a death has occurred as a result of a criminal act. He also has certain powers of arrest.

PREVENTION OF CRIME

SINGAPORE POLICE FORCE

The Police Force has always been a popular career for Malays in the Uniform Branch and for Chinese in the Detective Branches. In the past few years, an attempt has been made to recruit Chinese to the Uniform Branch.

STRENGTH OF THE REGULAR POLICE, 1954

<i>Nationality</i>	<i>Gazetted Officers</i>	<i>Inspectors</i>	<i>Uniform Branch</i>	<i>C.I.D.</i>	<i>Total</i>
European ..	78	..	..	..	78
Eurasian ..	5	52	44	20	121
Chinese ..	9	124	145	334	612
Ceylonese ..	3	14	2	3	22
Indian ..	3	41	85	42	171
Pakistani ..	1	10	117	19	147
Malay ..	3	25	2,386	65	2,479
Gurkha ..	..	2	323	..	325
Indonesian ..	..	..	2	11	13
Arabian ..	..	..	..	3	3
Siamese ..	..	..	..	2	2
Filippino ..	..	..	1	..	1
Jew ..	..	..	..	1	1
Vietnamese ..	..	..	..	2	2
Total ..	102	268	3,105	502	3,977

The total authorised strength of the Force was 4,413.

The minimum standard of education now required for new recruits is the Government Standard VII school examination or its equivalent. A recruiting drive brought good results in 1954 when 152 men of the

required standard were enrolled. Of these, 48 were Chinese, 47 Malay, 47 Indian, and 10 Eurasian. The proportion of Chinese continues to be lower than required in a Colony with a predominantly Chinese population. There has been no difficulty in obtaining well educated candidates for direct appointment as Cadet Inspectors. From 400 applicants with School Certificate, 14 were appointed after selection by the Public Services Commission.

Qualifying examinations for promotion to the ranks of Corporal and Sergeant were introduced in 1954. The qualifying test for promotion to Corporal is equivalent to the Government Standard V school examination, and that for promotion to Sergeant equivalent to the Standard VII examination. The setting of higher standards has resulted in an increase in the number of officers attending voluntary education classes off duty to 1,101. These classes are supervised by the Force Education Officer and 36 teachers were specially employed. Under a scheme begun in the previous year ten scholarships were granted in 1954 to serving N.C.Os. These scholarships provide for free education up to School Certificate standard which is the minimum accepted for appointment to the rank of Inspector. Three Inspectors attended courses for Junior Colonial Police Officers at the Hendon College in the United Kingdom. For the second year in succession a Singapore student won the Baton of Honour for the best student.

During the year 314 quarters were completed by the Public Works Department and at the end of the year 2,553 men were accommodated in barracks or married quarters.

The Special Constabulary

The Special Constabulary is divided into a paid Active Unit and a Reserve Unit consisting of part-time unpaid volunteers known as the Volunteer Special Constabulary. At the end of the year the strength of the paid Active Unit was 1,425 while the Volunteers numbered 1,147.

STRENGTH OF THE SPECIAL CONSTABULARY

				<i>Active Unit</i>	<i>Reserve Unit (Volunteers)</i>
European	..	..	..	..	20
Eurasian	..	..	..	29	37
Chinese	..	..	..	78	543
Indian	..	..	..	49	127
Malay	..	..	..	1,241	419
Others	..	..	..	19	1
Total ..				1,416	1,147

The volunteers of the Special Constabulary worked consistently well throughout the year. After an initial training course, the volunteers are attached to regular police units for part-time duties and provide a valuable adjunct to the Force.

Organisation

For Police purposes the Island of Singapore is divided geographically into four Police Areas each under the command of a Superintendent of Police. Each area has two Police Divisions. The Marine Police, Radio Division and Traffic Police constitute specialized divisions, as do the Reserve Unit and the Gurkha Contingent. In addition to these, there is a Police Training School and a small detachment on Christmas Island. The Colony has altogether thirty-two Police Stations and a further twenty-three Police posts.

The Radio Division is equipped with an up-to-date fleet of radio cars controlled from a central headquarters with radio transmitters at Police Headquarters. The development of this division during the past few years has proved of great value and has been greeted with a most satisfactory public response. The Marine Police and the Traffic Police are described in Chapter XV.

The Criminal Investigation Department is responsible for intelligence in criminal matters to assist divisional investigating officers. Its Secret Society Branch deals with different language groups of secret society members, and other branches deal with the investigation of gambling offences, commercial crime, narcotics, and other vice. The Criminal Records Office, which also incorporates the photographic and technical sections and the fingerprint bureau, is part of the Criminal Investigation Department.

A modern and well equipped forensic laboratory operated by the Department of Chemistry is available for the examination of exhibits connected with criminal cases, and investigating officers have made increasing use of these facilities in recent years. Nearly five thousand criminal investigation exhibits were examined by this Department in 1954, of which over two thousand were in connection with opium smoking cases.

Police Week

A Crime Prevention Week was held from 15th to the 21st March, 1954 and was the first of its kind in Singapore. A quarter of a million illustrated crime prevention booklets in the principal languages of the Colony were distributed to householders. A film "Returned With Thanks" was made by the Malayan Film Unit and had a good reception from cinema audiences, and public interest was built up.

through the press and by broadcast talks. A large exhibition was held in the Happy World amusement park in conjunction with manufacturers of safes, burglar alarms, locks, bolts and other protective devices. In addition there were exhibits prepared by every police unit and a complete demonstration of the work of the '999' system. It is estimated that some 70,000 people visited the exhibition during the week.

CUSTOMS DEPARTMENT

Singapore has been a free port since its establishment in 1819. Customs duties are levied on only three commodities: petroleum, liquor and tobacco, and then only when they are released from bond for domestic consumption. The success of revenue collection largely depends on the protection afforded by the Customs Preventive Branch, and for this reason the staff of the Preventive Branch is larger than that of the Revenue Collection Branch (see Chapter IV) in the proportion of five to one. The Preventive Branch is concerned not only with the protection of revenue but with the suppression of the smuggling of opium, gold, arms and other contraband. Petroleum, which is handled by the large oil companies, presents no control difficulties, but liquor and tobacco, which carry no duty in the neighbouring Indonesian islands within sight of Singapore, present a constant smuggling problem. In addition, there is an excise duty on locally manufactured liquors. Illicit distilling demanded much attention from the branch which also assisted in the control of imports and exports, implemented currency regulations and enforced veterinary, agricultural and postal restrictions.

SEIZURES OF CONTRABAND

	1953	1954
Opium, raw and prepared, in pounds ..	6,479	3,211
Tobacco (including leaf and manufactured) in pounds	9,896	12,549
Intoxicating liquors, in gallons	1,693	2,286
Fermented rice mash, in gallons	53,479	57,059
Unlicensed stills	240	234
Coconut palm toddy, in gallons	18	41
Gold in pounds and ounces	171 lb. 12 oz.	345 lb. 11 oz.
Indian hemp, in pounds	8.8	803½
Vehicles used in smuggling:		
Motor cars	9	9
Lorries	3	2
Trishaws	6	—
Bicycles	28	43
Boats	16	8
Outboard motors	6	1

Forfeitures and proceeds of sale credited to revenue \$631,110.25

The equipment of the Preventive Branch includes vehicles suited to the terrain in which they operate and a fleet of launches. All the launches are equipped with radio-telephone and one of the land vehicles has been similarly equipped in order to provide direct inter-communication for amphibious operations. The largest Customs launch, capable of deep sea patrols, is also equipped with radar and is capable of detecting unlighted local craft moving off the coasts under cover of darkness.

Twenty-four of the convictions for offences against the dangerous drugs laws and all the convictions for revenue offences were obtained as a result of the vigilance of the Customs Preventive Branch.

OTHER CRIME PREVENTION AGENCIES

The Singapore Harbour Board Police Force is described in Chapter XV. The City Council and many Government departments maintain inspectorates to enforce the law relating to special subjects such as labour and hours of work, sanitation, the construction and safety of buildings, ships and vehicles, the protection of children and so forth.

PRISON ADMINISTRATION

The Prisons Department, Singapore, consists of the short-sentence Local Prison, Remand Prison and Female Prison at Pearl's Hill, the long-sentence Prison at Changi, the Detention Camp at Changi and the Discharge Camp at Woodlands. These establishments provide accommodation for 2,317 persons under normal conditions.

A total of 5,144 persons was received into prison in 1954:—

Condemned	9 (7 later commuted)
Short sentence ..	2,484
Long sentence ..	282
Safe custody ..	1,928
Vagrants	308
Baniahees	67
Detainees	66

The daily average total population of both prisons was 1,081.

	<i>Local Prison</i>	<i>Changi</i>	<i>Rehabilitation Camp</i>
Daily average of male prisoners	638	296	92
Daily average of female prisoners	28	..	..
Daily average of young prisoners	49	27	..
Daily average of vagrants ..	60	..	28
Highest number of prisoners held on any one day ..	772	400	100

The conversion of a block of 228 cells in the local prison as a remand prison had almost been completed by the end of 1954. It is intended that the old remand prison should in due course become a Borstal type institution. The establishment of the Prisons Department was increased by three hospital assistants; distinctive prison clothing has been taken into use for prisoners serving less than one month; a great deal of publicity has been put out with a view to interesting employers in the work of the After Care Association and great strides have been made in developing the prison farm at Changi. During the year the health of the prisoners was good and there were no major epidemics. Discipline and security in the prisons were satisfactory. Prison industries continued to make good progress; they include carpentry, tailoring, metal work, book-binding, farming and many other occupations. Ten hand looms made in 1953 were put to use. The farm produced a considerable quantity of food and the number of cattle, pigs and poultry were increased. Help in cattle rearing has been given by a Singapore commercial dairy farm.

The staff of the prisons under the Commissioner and Superintendent consisted of 6 Chief Officers, 61 Principal Officers, 10 Principal Sub-Officers, 340 warders of various grades besides instructors, clerks and others.

CHAPTER XIV

Public Utilities and Public Works

THE SUPPLY of water, electricity and gas is the responsibility of the City Council which also provides a fire fighting service and a city cleansing service. The building and maintenance of roads, bridges and the sewerage system is the responsibility of the City Engineer within city limits whilst the construction and maintenance of buildings belonging to the City Council is carried out by the City Architect. Roadworks in the rural areas are undertaken by the Public Works Department of the Colony Government. This department is in addition responsible for the building and maintenance of all Government constructional works wherever situated.

WATER SUPPLIES

The first installation for the supply of water in Singapore was set up by the Government in 1857 but since 1878 the responsibility for water supplies has rested with the local authority now known as the City Council. The present Water Department of the City Council is run as a non-profit making trading concern. It has an authorized permanent establishment of 18 senior and 256 subordinate staff, supplemented by a temporary staff of 43 engaged on extension works. The growing population of Singapore has necessitated a continuous expansion of the water supply system. In 1954 16,585 million gallons were consumed, an increase of 7.9 per cent over 1953. In 1948 the consumption was at a rate of 29 million gallons per day; now it is 46 millions. Up to the end of 1954 a capital sum of some \$89 millions had been spent on works for the supply of water to Singapore, \$48 millions of which were spent since 1945.

Island sources of water consist of three impounding reservoirs in a protected catchment area of approximately twelve square miles. These sources were sufficient for the needs of the island up to 1928. Since then land has been leased from the Government of Johore in the

mainland of Malaya and a further catchment area of approximately ten square miles developed by the formation of four impounding reservoirs, the main ones of which are at Pontian Kechil and Gunong Pulai. Water from this catchment area is prepared at Gunong Pulai and then delivered the thirty miles to Singapore by gravity flow through pipelines. Here it mixes with water obtained in Singapore and is fed into the distribution system partly via the two storage reservoirs at Fort Canning and Pearl's Hill. Island water is prepared for consumption at filters at Woodleigh and in Bukit Timah Road.

It became apparent from the increasing rate of water consumption that Singapore's future demands could not be met economically by setting aside more land for catchment areas. Plans were therefore made before the war for establishing a head works on the mainland on the Johore River for preparing water and pumping it to Singapore.

After the war it was estimated that the supply had fallen so far behind the demand that serious shortage would overtake the scheme to draw water from the Johore River. It was therefore decided to go ahead with laying the pipeline from Singapore towards this source and, as an interim measure, to construct temporary works on the Tebrau River. The Tebrau River is smaller than the Johore River but is nearer to Singapore and is on the route to the Johore River. By the end of 1952 the pipeline had covered the seven miles into Johore as far as the temporary Tebrau Works. Water was delivered from the river in January, 1953 and by the end of 1954 the output had increased to sixteen million gallons per day. Work is now in hand to increase the capacity of this works to 25 million gallons per day, and it is estimated that the ultimate capacity of the works will be an average of 50 million gallons per day. The water is conveyed in steel mains of 36 inches to 60 inches in diameter.

During 1954 the work of investigating means of increasing the island sources of water was continued with the placing of a contract to develop an underground supply in the Bedok area. One of the wells sunk showed promise of a reasonable yield but it is too early to attempt to forecast the result of this project particularly as all work was brought to a halt by floods in December.

On the distribution side work was begun in 1953 on a new 50 million gallon storage reservoir at Bukit Timah for which the estimated cost is \$5 millions. Over one million cubic yards of earth and rock have been excavated in forming the two 'basins' of the reservoir. The lining of these basins was approximately half complete by the end of 1954. The roof will be some 14 acres in extent and is to be of continuous barrel arch construction in reinforced concrete. The total length of mains in use at the end of the year was 663 miles, an increase

of 36 miles since the end of 1953. All water is filtered and finally chlorinated before entering the distribution system. It is soft in character, of a good taste and free from any odour. It is maintained at a very satisfactory colour and a very high bacteriological and analytical degree of purity. Bacteriological and analytical tests are taken daily at each successive stage of treatment and at various points in the distribution system. Singapore piped water can be safely drunk—a considerable achievement in the tropics. During a strike in July the supply continued without reduction in quantity or quality and without inconvenience to the public though extension works being carried out by direct labour came to a halt.

All consumers are metered. There were 56,850 at the end of 1954 as compared with 52,005 at the end of the previous year. The rates paid by them vary with the type of consumption and in 1954 were:—

		\$	c.	
Domestic supplies inside city limits	55	per thousand		
		gallons		
Domestic supplies outside city limits	85	..		
Commercial supplies	\$1.30	to 2 00	..	
Ships (delivery on board)	2 75	..		

The piped water supply of Singapore has not stopped short at the city limits but extends into newly developed townships in the rural area as they are developed; considerable extensions were made in 1954. In the remainder of the rural area there is no publicly owned piped water supply. Farmers draw their water from wells which they have made themselves. The Health Department and the Rural Board maintain a close supervision over rural water supplies in an attempt to render safe as much water as possible and make it available for human needs before allowing it to run to waste. The construction of a submarine water pipe to the island of Pulau Brani was begun by the Public Works Department in 1954.

ELECTRICITY SUPPLIES

The distribution of electricity by the local authority began in 1906 with purchase in bulk from the newly formed Tramway Co. In 1926 St. James Power Station was built and after additions in 1941 and 1948 this station had reached an installed capacity of 37,000 kilowatts.

To meet the ever increasing demands of a growing population the new Power Station at Paisir Panjang was planned and after designs had been made and contracts placed, work began in 1950. By December 1952, in what is believed to have been record time, the first

25,000 kilowatt turbo-alternator and boiler at the new Power Station were commissioned. In May 1953 the second 25,000 kilowatt turbo-alternator was brought into operation. Restrictions on consumption which had become necessary in the immediately post-war years were then removed. In December 1954 the third 25,000 kilowatt turbo-alternator was commissioned. The new power station is designed for an ultimate capacity of 150,000 kilowatts which is estimated to be enough to cover the demand until 1961-62. During 1954 the highest demand on both stations was 65,500 kilowatts.

The Electricity Department of the City Council supplies consumers not only in the city but also in the rural areas. Its charges are designed to cover costs of production and no call is made on the city rate-payer. The present tariff is, for most domestic lighting purposes, 17½ cents per unit of one kilowatt hour and for domestic cooking and heating is 6 cents per unit. In those remote areas which have not been reached by the City Council electricity supplies there are a number of private generators. This number, however, is decreasing as the Council supply reaches out to these villages.

Distribution from the two power stations is over a 6,600 and a 22,000 volt network to 279 substations of which 44 were built in 1954. Of the cable laid during the year 25.65 miles were for the 22,000 volt network and 74.37 were for service and other low tension distribution. The supply to consumers is at 230 volts A.C. A total of 64,244 consumers existed at the end of 1954 and on their premises there were 100,248 meters.

CITY COUNCIL ELECTRICITY SUPPLIES, 1954

(a unit is one kilowatt hour)

	Units Sold	Revenue \$
Lighting and Fans	56,974,127	9,598,568 18
Domestic power other than above	68,596,847	4,151,173 94
Industrial power	145,023,420	6,446,949 81
Public street lighting in city area (paid by City Council)	5,106,248	585,227 40
Public street lighting in rural area (paid by Rural Board)	533,571	98,591 02
Traffic signals (paid by Colony Government)	225,318	24,806 80
Total	276,459,531	20,905,317 15

The assurance of unrestricted freedom in the use of electrical energy has resulted in an encouraging demand from consumers for electrical appliances. These are hired out by the City Electricity Department.

Of interest is the fact that the respective increases in the totals of hired fans and domestic cookers were 52 per cent and 90 per cent respectively over the 1953 totals. On 31st December, 1954 the following appliances were on hire:—

Ceiling Fans	..	..	27,831 (18,285 for 1954)
Water Heaters	..	..	3,722 (2,133 ..)
Cookers	..	..	8,195 (4,298 ..)
Motors	..	..	424 (453 ..)

Revenue from the hire of the above was \$496,298.75 in 1954.

Since the war there have been two 5-year street lighting programmes. 1954 was the third year of the second programme. By the end of the year there were in all 6,299 lamps installed of which 1,174 had been installed in 1954.

GAS SUPPLIES

The supply of gas was in the hands of the Singapore Gas Company from 1862 to 1901 when the local authority acquired the undertaking by purchase. Between 1928 and 1932 a new coal gas manufacturing plant with six beds of horizontal retorts was erected and a new water gas plant was installed. These were in a state of disrepair at the end of the Japanese occupation and have been gradually rehabilitated since. An extension of four beds of retorts was added to the existing plant in 1951 and the original six beds were re-built within main arches and pier walls in 1953. The City Gas Department on its site at Kallang at present has ten beds of horizontal retorts and three water gas plants with a total nominal capacity of approximately 2,000,000 cubic feet of gas per day. There is also a gas-holder station at Maxwell Road to serve the western part of the City and a governor station at Tiong Bahru. During 1954 a new and larger ammonia washer and a new electro detarrer were installed at Kallang gas works for the removal of ammonia and tar from the crude gas and an order was placed for a new and much larger water gas plant and the necessary ancillary plant. The City Council has also approved in principle the installation of new and larger dry purification plant.

During 1954, 29,561 tons of Indian Gas Coal were consumed in the manufacture of gas. This coal is delivered at the gas works' coal wharf on the Rochore River. The principal by-products in the manufacture of coal gas are coke and tar. A considerable amount of the coke produced is consumed in the gas works in furnaces and in the production of water gas.

Production and sales of gas have increased greatly during the past few years. Gas production during 1954 amounted to 595,984,000 cubic feet while private consumption accounted for 514,210,500 cubic

feet in 1954 compared to 161,825,400 cubic feet in 1940. The cost to consumers inside City limits varies from \$6.50 per 1,000 cubic feet to \$6.20 according to a sliding scale. At the end of 1954 there were 11,337 consumers and the revenue of the City Gas Department during the year was \$3,308,000.

Distribution of gas from the plant to consumers' premises is made over some 244 miles of mains, of which approximately 8 miles were laid in 1954. Public street lighting by gas, which formed a large part of the pre-war load, is gradually being replaced by electric street lighting. In 1954 street lighting accounted for only 5.2 per cent of the gas consumed. It is anticipated that all gas street lighting will be eliminated by the end of 1955.

The Gas Department hires out appliances to consumers and allows the installation of privately purchased appliances by registered gas contractors. On 31st December the total number of hired gas appliances in use was:—

Gas Cookers	..	8,610
Gas Water Heaters	..	2,994
Others	..	1,573

Revenue from the hire of the above in 1954 was \$333,064. In addition the Department sold coke, tar and other residual products for a total of \$374,599.60.

As in the case of charges for water and electricity the charges for gas are designed to meet the overall costs of the gas undertaking, without assistance from the Consolidated Rate Fund.

FIRE FIGHTING

The duty of protecting Singapore against fire was assumed by the local authority in 1888. The first motor/steam fire engine was acquired in 1906 and the present Central Fire Station was built in 1909. The Singapore Fire Brigade is now responsible for fire fighting throughout the whole island. In the rural areas, fire services, including fire hydrants and the supply of water to them, are provided by the City Council under a financial arrangement with the Rural Board. A fire station to cover the eastern sector of the island was built at Geylang in 1929. In February, 1954 a new station at Alexandra was opened. This station, which cost \$1,500,000, houses the brigade's store, workshops, tailors, boot-makers and laundry, and the main building has accommodation for five fire engines and ambulances. In addition there are quarters for three senior officers and 72 subordinate staff. In the rural area a beginning was made on the construction of a three-bay station with quarters at Bukit Timah and plans are well advanced for



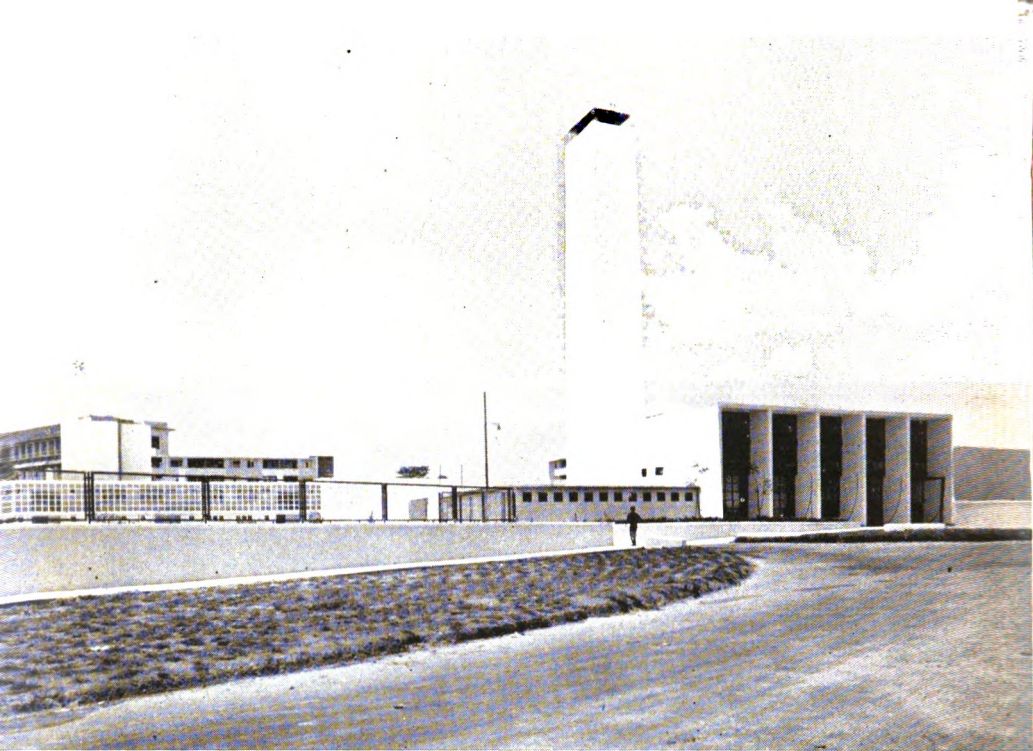
Every year on the 15th day of the eighth Chinese month the Chinese celebrate the mid-Autumn festival. Houses are decorated with paper lanterns similar to those shown in the shop in this picture.





Public Relations

EMPRESS PLACE
1954



Tong Photo Service

The Singapore Fire Brigade has kept pace with the rapid growth of the City. The picture shows a new fire station in the industrial area at Alexandra. Singapore was host to the World Assembly of Youth in August, 1954. The session was opened by Madam Vijayalakshmi Pandit.

Straits Times



a similar station to serve the Nee Soon district. It has also been decided to build a district fire station in the Thomson Road area. At the end of 1954, there were 14 officers and 360 other ranks in the Fire Brigade. It is equipped with the latest appliances, including 13 self-propelled pumps, one turn-table ladder, 6 trailer pumps, 3 water tenders (for use in areas where piped water supplies are not available) and foam-making and other fire-fighting equipment on a large scale together with 7 ambulances and oxygen-breathing apparatus.

During 1954 the brigade received 912 fire calls, a decrease of 86 calls on 1953. The loss by fire was valued at \$818,653 of which the bulk was in the city area. The brigade's accident ambulance service answered 8,423 calls in the year, the largest number in any one year. The electric fire alarm system in the city has fifty-six call points while the fire stations are connected together by telephone and are kept in touch with fire engines and ambulances by a two-way short-wave radio system. It is now the practice to dispatch not only fire engines but also police patrol cars, for crowd control, to the scene of all fires.

In April, 1954 a fire broke out in an old godown at Teck Guan Street and while fighting the fire one officer and four firemen of the brigade were killed by collapsing masonry. This is the worst tragedy in the history of the brigade. There were no serious fires amongst plank and attap dwellings during the year. This can be attributed in part to an intensive campaign conducted by the brigade to teach the inhabitants how to prevent fires assuming major proportions before help arrives.

The Fire Brigade does not merely concern itself with the extinction of fire but carries out much work in the instruction of employees of industrial undertakings in fire fighting. In addition, plans for new buildings are carefully scrutinized and their sites inspected; hazardous trades are controlled under a number of regulations. In 1954, over 37,000 inspections were made and 3,366 licences issued under the Dangerous Trades and Petroleum Ordinances.

DRAINAGE AND FLOOD RELIEF

The surface water drainage of Singapore is carried to the sea through a system of drains, canals and rivers, most of which are tidal for considerable lengths. The control of flood waters in the system is becoming a serious problem especially in the built-up or 'settled' areas. Six main canals and rivers flow through the city area and the City Council is spending more and more each year on drainage, including flood alleviation. Dredging of the canals and rivers is continuous and the City Council is now employing four excavators on this

work. Although good progress has been made with dredging there was heavy flooding towards the end of the year when two exceptional storms occurred—one in October and the other in December. The services of a consulting engineer have been obtained to advise further on flooding problems.

A Joint Government and City Council committee made recommendations on the drainage problem for the heavily populated area of Singapore city and as a result work was begun by the City Engineer on the construction of a pilot canal to divert the head-waters of the Alexandra Canal to the Pandan River as a first step in the alleviation of flooding in the Queenstown area of Singapore. The work of widening the Orchard Road Canal was continued but progress was slow as houses had to be set back and even purchased before work on the canal and the reconstruction of the bridge under Orchard Road could be completed.

The drainage of the new Paya Lebar Airport now under construction by the Public Works Department resulted in water, which previously drained to the Geylang River via Geylang Serai, being diverted northwards to the Serangoon River. The effect in the Geylang Serai area during the December floods was, however, very small. An improvement scheme for the alleviation of flooding in Grove Estate was launched in November, 1954.

The total expenditure incurred by the City Council during 1954 on all drainage and flood alleviation works totalled approximately \$1,050,000.

SEWERAGE

The construction of a modern sewerage system was begun by the local authority in 1912 and at the end of 1954 there were 192.01 miles of underground sewers with connections to 18,612 public buildings and private premises. During the year 17 miles of sewers and a total of 1,382 connections were laid, the greatest so far achieved in a single year by the City Engineer's Department. Nearly all the premises served by the City Council's water-borne sewerage system are within the city limits and their sewage is pumped through eleven pumping stations to sewage disposal works at Alexandra Road and Kim Chuan Road, which during 1954 dealt with a total of 6,672 million gallons. The effluent from these modern works is inoffensive and their sludge is discharged to sludge drying and disposal works on the left bank of the Serangoon River where it is used for reclaiming the swampy land in the vicinity.

Although the greater portion of the sewerage system is laid within the city area and has sufficient capacity to deal with that area there

are many premises in the older and more congested parts which are not yet connected up. This is due to the fact that these houses were built long before the sewers were laid and are so constructed that the laying of branch sewers is not possible without considerable expense. An attempt is now being made to connect as many as possible by laying sewers under the walls and open spaces of these houses. In the meantime, their sewage disposal is by night-soil buckets collected by the City Cleansing and Hawker Department and conveyed in a modern fleet of vans to the pumping stations where it is pumped to the sewage disposal works for treatment.

In those parts of the island beyond the City Council's sewerage system 290 small purification plants are maintained, serving premises in their immediate vicinity. Seventeen of these were constructed or acquired during 1954.

The City Engineer's Department maintains a staff of sanitary engineers and inspectors whose duty it is to ensure that adequate sanitary arrangements are provided in private premises and to supervise the installation of all sanitary fittings. During 1954 the owners of 1,298 properties were required to install or improve existing sanitary fittings. In the majority of cases the requirements were met without recourse to the Courts.

CITY CLEANSING

For city cleansing purposes the city area is divided into three divisions and subdivided into fourteen cleansing districts. Every roadway and street vested in the City Council within the city is swept at least twice daily by workmen working with handcarts and brooms. These carts transport sweepings to steel street containers which when full are collected by wagons with specially designed cranes. The principal streets and the numerous roadside drains are flushed daily from watering vans or from hydrants. There is also a daily collection of all domestic and shop refuse which is placed in private bins. The refuse is removed from verandahs and backlanes by a fleet of collecting vehicles. Hitherto, street cleansing and refuse collection was carried out daily but from September, 1954 work has been done on six days in the week and the workmen enjoy a day of rest on Sunday instead of the previous system of staggered leave over the week.

Incombustible refuse is conveyed to a controlled tipping site at Bendemeer where it is used to reclaim swamp land. Tin cans are collected and baled for sale. Previously, combustible refuse was dealt with at two incinerators, at Kolam Ayer and at Alexandra Road, but since February, 1954 the Alexandra Road incinerator which has been in use for nearly 50 years has been closed down. All combustible refuse

is now conveyed to Kolam Ayer and the ash residue is used to form a seal covering over the incombustible refuse tipped at Bendemeer. During 1954 the City Cleansing and Hawker Department disposed of 137,750 tons of refuse and of this 27,799 tons were incinerated.

The control of street hawkers is another aspect of city cleansing. After the war the large increase in the number of hawkers in certain areas of the city not only caused serious obstruction in roadways but also necessitated the clearing away of a great deal of rubbish. A Commission of Enquiry was set up to examine the problem and the situation in 1954 was that all hawkers must be licensed and licences were granted without restriction. In certain busy streets hawkers are absolutely prohibited, in other streets with only a moderate volume of traffic itinerant hawkers are permitted. In addition, certain streets have been set aside and marked out into pitches for hawkers with stationary stalls. There are a number of hawker shelters and markets built by the City Council. At the end of the year there were 7,370 licensed itinerant hawkers, 1,687 stationary hawkers with day pitch licences, 1,109 stationary hawkers with night pitch licences and 1,377 hawkers accommodated in hawker shelters and markets. Nominal fees are charged for licences except those issued for the hawker shelters where a small rent is also charged. The inspectorate of the City Cleansing and Hawker Department in conjunction with the Police Force have developed a technique for dealing with unlicensed hawkers and with obstructions caused by hawkers. It is rare for a hawker to be arrested and the practice is for inspecting staff to 'ticket' an offender requiring him to appear in Court.

PUBLIC WORKS

The first public roads and buildings appear to have been built under the supervision of army engineer officers. As was to be expected in the earliest days of a trading settlement their materials were cheap and perishable and their works have nearly all disappeared. In 1833 George Coleman was appointed Superintendent of Public Works, and he it was who first began the employment of convicts on large works including the reclamation of land from the sea and marshes. He died in Singapore in 1844 after laying out a remarkably large number of roads and bridges and leaving behind a permanent memorial in some of the Colony's most notable buildings.

The Public Works Department was separately constituted in 1872 with four officials. Today the Director of Public Works has a staff of some forty professional officers to deal with the ever increasing demands of public administration in a densely populated island. The department is divided into an Architect's Branch; a Rural Branch

which undertakes road building and other work under the general direction of the Rural Board; a Major Works Branch; a Works and Buildings Branch mainly concerned with the maintenance and reconstruction of existing Government buildings in the city area; an Airport Branch; a Special Services Branch mainly concerned with building new schools; a Defence Services Branch; a Mechanical Branch; an Electrical Branch and a Stores Branch. The Stores Branch acts as a general buying agent for the Government. The many medical, educational and other development plans now going forward in the Colony put great pressure on the Department, not only on its financial resources but on its professional staff. It has therefore become necessary to set up a Standing Committee on Public Works to arrange competing demands in a schedule of priority taking into account the availability of men, money and materials. The programme extends to 1958.

Expenditure on new works undertaken during the year exceeded \$24 millions and included besides schools the construction of quarters and other living accommodation costing over \$3½ millions, the new Assembly House, the construction of an animal husbandry station and many other buildings mentioned in the appropriate chapters of this book. A sum of over \$7¼ millions was spent on the improvement, reconstruction and routine maintenance of roads, the maintenance of existing buildings, and other public works.

City Architect

The City Architect and Building Surveyor is responsible in his capacity as architect for the design, construction and maintenance of all buildings belonging to the City Council. Works to a value of \$8½ millions were undertaken in 1954—greater than in any previous year. Important amongst them was the completion of the Esplanade scheme and the beginning of the re-building of the Victoria Memorial Theatre.

The City Architect also controls the city's parks, children's playgrounds, swimming pools and stadia. An innovation during the year was the floodlighting of the Jalan Besar Stadium and the Yan Kit Swimming Pool. Increased attendance figures are proving the value of extending the periods available for recreation.

The building survey functions of the City Council are mentioned in Chapter VIII.

CHAPTER XV

Communications

SINGAPORE is situated at the sea and air cross-roads of South-East Asia and owes much of its wealth and continuing prosperity to this central position. It is a natural port of call for ships and aeroplanes plying between India, Africa, Europe and trans-Atlantic America on the one hand and Australasia and Pacific America on the other. Its deep-water harbour, free of mud and shoals, makes it the convenient centre for the network of feeder services that connect it with all its neighbours and for the road and rail traffic that carry its imports and exports to and from the Federation of Malaya.

These communication services are great employers of labour. More people work in them than in any other category of industry in Singapore.

SHIPPING

The history of shipping goes back to the foundation of the City in 1819. In these earlier days the sailing-vessels loaded and unloaded in the Singapore river and merchants built their warehouses along the river-side. In the mid-nineteenth century an attempt was made without great success by the Peninsular and Oriental Steam Navigation Company and other shipowners to transfer their business to Tanjong Pagar, where they built wharves which, however, did not prosper. In 1869, the opening of the Suez Canal transformed the picture by making economically possible the replacement of sailing vessels by steamships. Soon the Tanjong Pagar Dock Company was formed and built docks, now $2\frac{1}{2}$ miles long, for all-comers. Shipping began to utilise the docks and roads and the old harbour in the Singapore river became—and has remained—solely a point of discharge for lighters.

Today the port of Singapore includes Keppel Harbour (the wharves and godowns of which are controlled by the Singapore Harbour Board), the oil installations at Pulau Bukom and Pulau Sebarok

owned by the Shell and the Standard Vacuum Oil Companies respectively, the Western Anchorage, the Eastern Roads and the Singapore, Rochore, Kallang and other smaller rivers as far as they are navigable. Control of shipping throughout the port is exercised by the Master Attendant as head of the Marine Department of the Government of Singapore. He is responsible for the navigational aids in the port and its approaches, for all signal stations, the registry of shipping, the engagement and discharge of seamen and the examination of masters and mates.

SHIPS

Singapore is a port of registry for British ships. Local legislation provides for the licensing of various cargo and passenger craft which ply within the territorial waters of the Colony. Native sailing craft, which carry cargoes between Malayan and Indonesian ports, and fishing vessels are also licensed locally, the majority of them being owned by Chinese resident in Singapore.

SHIPS REGISTERED AND LICENSED AT SINGAPORE ON 31ST DECEMBER, 1954

					No. of Ships	Tonnage
<i>British Ships</i>						
Permanent Registry (under Part I of the Merchant Shipping Act, 1894):						
Steam	..	..	..	..	27	19,949
Motor	..	..	..	..	152	37,795
Sailing	..	..	..	..	91	13,377
Terminable Registry (under Section 90 of the Act):						
Steam	..	..	..	..	2	39
Motor	..	..	..	..	76	1,112
Sailing	..	..	..	..	12	522
Licensed Vessels:						
Sailing Ships (not exceeding 200 gross tons each)	..				399	29,458
Cargo Boats (not exceeding 100 gross tons each)	..				2,372	47,792
Passenger Boats (not exceeding 100 gross tons each)					222	465
Fishing Vessels (no limit of size)	..			..	3,231	4,008

The arrival of ships must be reported to the Port Office of the Marine Department. Ships may not leave the Port without a clearance from the same office.

Forty-seven ships of the Royal Navy and sixty-three warships and fleet auxiliaries of other nations visited the port in 1954.

MOVEMENT OF MERCHANT SHIPS IN 1954

		Entered	Cleared	Total tonnage (Millions of tons net: entry and clearance counted as separate transactions)
Foreign-going ships over 75 tons	.. ..	6,188	6,184	45.28
Home-trade ships over 75 tons	.. ..	1,416	1,412	1.89
Local-trade ships over 75 tons	.. ..	1,846	1,848	0.82
Ships under 75 tons and native craft of all tonnages		10,289	10,061	1.11
	Total ..	19,739	19,505	49.10

Shipping Services

Frequent passenger and cargo services are maintained by many ship owners to all parts of the world. Most of the important shipping lines maintain agencies in Singapore, and the Far East Freight Conference has a Secretariat. Following on the International Labour Organisation Asian Maritime Conference held in Ceylon in October 1953, the local shipowners formed the Singapore Shipowners' Association in February, 1954. Three ships were engaged in carrying pilgrims from Singapore and the Federation of Malaya to Jeddah and return.

Of local lines the Straits Steamship Company founded in 1890 owns with its associates sixty-four ships. Regular passenger and freight services are operated by this Company to Burma, Indonesia, Thailand, Sarawak, North Borneo and the Federation of Malaya. Their tonnage replacement programme continues, and during the year the company took delivery of five new vessels. The Malayan Stevedoring and Transportation Company continued to operate its fleet of tugs and sea-going lighters.

CREWS

The local laws relating to seamen are basically the same as in other parts of the British Commonwealth but there are many modifications to suit the very mixed seafaring population of the Colony. There are approximately 6,000 Singapore seamen at sea at any one time. Crews are signed on and off the Articles of ships in the Shipping Office of the Marine Department. The Shipping Office is also responsible for ensuring that ships are sufficiently manned under the law with certificated officers and for various other matters incidental to the clearance

of ships from port and the transit of seafarers. Twenty-three distressed British seamen were received during the year and repatriated or found employment. Seventeen Singapore seamen were returned to Singapore.

SHIPPING OFFICE

				1952	1953	1954
Articles opened:	..	..	..	515	514	482
Seamen signed on:						
European	..	..	..	1,055	1,441	1,336
Asian	..	..	..	18,189	17,824	15,681
Seamen signed off:						
European	..	..	..	1,154	1,466	1,567
Asian	..	..	..	18,023	17,919	14,486

As Registrar of Seamen the Master Attendant maintains a specialized type of labour exchange for Asian sailors called the Seamen's Registration Bureau which was established in 1949 with the object of reducing the impositions to which seamen in port are apt to be subject. In this it has largely achieved its objects and it is intended to make further improvements in the near future.

SEAMEN'S REGISTRATION BUREAU

				<i>Number on the Register excluding those untraceable on 31st December</i>			<i>Vacancies filled</i>		
				1952	1953	1954	1952	1953	1954
Chinese	..	..	..	11,576	12,278	12,225	5,187	5,380	4,585
Malay	..	..	..	3,861	3,949	3,998	3,157	2,904	3,134
Others	..	..	..	977	994	729	300	229	119
Totals	..	..	..	16,414	17,221	16,952	8,644	8,513	7,838

Complete facilities for the examination of all grades of Merchant Navy officers for certificates of competency are maintained. Those certificates which have international validity are issued in the name of the Governor. Arrangements exist with the Ministry of Transport and Civil Aviation in the United Kingdom for ensuring strict uniformity between Colony certificates and those issued elsewhere in the Commonwealth. Examinations for local certificates are set and papers marked by the Marine Department for deck grades and by the Marine Surveys Department for engine room grades.

MOVEMENT OF MERCHANT SHIPS IN 1954

	<i>Entered</i>	<i>Cleared</i>
Foreign-going ships over 75 tons	6,188	6,
Home-trade ships over 75 tons	1,416	1
Local-trade ships over 75 tons	1,846	1.
Ships under 75 tons and native craft of all tonnages	10,289	10
Total ..	19,739	1

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are thus surveyed and the world's leading maritime requirements are considered. The stability of vessels, the provision of life saving

for larger ships there is of local significance; the carrying unberthed passengers, Indonesia and Singapore, Indonesia and Indo-China Settlements Government countries. A review of these the enhanced requirements

taken by the Marine Surveys an exhaustive and specialised machinery and equipment in dry-dock some minor component. From the Surveyor was appointed primarily for the present department has various international safety requirements working under the direction in addition to survey work in the for examining ships' engineers competency, for the technical of vessels and for supervising of all vessels owned by the Federation of Malaya.

INSPECTIONS, 1954

..	..	..	56
..	..	..	22
..	..	..	93
..	..	..	73
..	..	..	92
..	..	..	176
Certificates	..	..	156
..	..	..	159
..	..	..	214
(Government Vessels)	..	..	550

EXAMINATION OF DECK AND ENGINEER OFFICERS

		Examinations conducted			Certificates issued		
		1952	1953	1954	1952	1953	1954
Internationally valid certificates:							
Foreign-going Masters and Mates	..	2	8	18	..	1	4
Engineers	..	51	38	51	7	4	10
Local certificates:							
Deck grades	..	766	877	319	262	412	123
Engine room grades	..	295	244	215	240	194	180

Note:—In addition 261 lifeboatmen were examined, of whom 138 passed.

A Nautical School was established in 1952 under the Department of Education. Until then there had been no facilities for tuition in advanced subjects. Nine pupils attended the school and obtained full passes and four obtained partial passes in the foreign-going deck and engineer examinations during the year.

The Singapore Mercantile Marine Fund Committee continued its charitable activities on behalf of seamen and during the year donations were made as follows:—

	\$	c.
Sailors' homes, charitable institutions and missions (including a grant of \$10,000 to the Singapore Anti-Tuberculosis Association for the benefit of seamen)	..	79,500 00
Relief to aged seafarers and their dependants	..	124,306 07
Nautical School	..	48,473 94
Connell House Swimming Pool	..	179,590 30
Sea Cadet Corps	..	3,500 00

An official of the United Kingdom National Union of Seamen was appointed Seafarers' Welfare Officer in the Marine Department in 1954 to advise the Government on all matters concerned with seamen's welfare, to develop trade unions for seamen, and to develop sound labour relations between ship-owners and seamen.

SAFETY

Ship Survey

The basis of loadline and safety requirements in the Colony lies in international conventions of 1929, 1930 and 1948. These have their counterpart in local legislation. During 1954 rules implementing the provisions of the International Convention for the Safety of Life at Sea, 1948, came into force in the Colony. Ships on international

voyages over 500 tons gross in Colony waters are thus surveyed and certificated to the same standards as in the world's leading maritime states. The principal advances in the recent requirements are concerned with fire fighting on board, radio, the stability of vessels, the loading of certain kinds of cargo and the provision of life saving appliances and direction finding apparatus.

Apart from these world-wide requirements for larger ships there are two international agreements of special local significance: the Simla Rules of 1931 which apply to ships carrying unberthed passengers between Ceylon, Hong Kong, India, Indonesia and Singapore and a set of agreements with Thailand, Indonesia and Indo-China made in 1935 at the instance of the Straits Settlements Government applying to ships trading between those countries. A review of these local agreements is being made in view of the enhanced requirements of the international convention of 1948.

Surveys in the Colony are mainly undertaken by the Marine Surveys Department and vary in extent from an exhaustive and specialised inspection of the entire structure, machinery and equipment in dry-dock and afloat, to the examination of some minor component. From a small beginning in 1861 when a surveyor was appointed primarily for the tonnage measurement of ships the present department has grown in response to increasingly rigorous international safety requirements. There are now nine surveyors working under the direction of the Surveyor-General of Ships. In addition to survey work in the port the department is also responsible for examining ships' engineers and engine drivers for certificates of competency, for the technical maintenance of all Government owned vessels and for supervising the construction and repair in Singapore of all vessels owned by the Governments of the Colony and of the Federation of Malaya.

SHIP SURVEYS AND INSPECTIONS, 1954

Passenger and Safety Certificates	..	..	..	56
Safety Equipment Certificates	..	..	..	22
Loadline Certificates	..	..	..	93
Certificates of Survey for Tonnage	..	..	..	73
Life saving appliances	..	..	..	92
Lights and sound signals	..	..	..	176
Radiotelegraphy and Radiotelephony Certificates	..	..	..	156
Petroleum Certificates	..	..	..	159
Miscellaneous Safety Surveys	..	..	..	214
Minor Surveys and Inspections (Government Vessels)	..	..	..	550

Navigational Aids

Of the four major lighthouses under the jurisdiction of the Master Attendant, two are now over one hundred years old. Horsburgh Lighthouse, the oldest, was built in 1850 on Pedra Branca 36 miles east of Singapore. Raffles Lighthouse was erected on Pulau Satumu in 1854. To mark the centenary anniversary of the latter, five hundred school children were landed on a conducted tour of the island and lighthouse on the 24th May, 1954. An inspection showed no deterioration in this well known structure. There are 49 beacons of which sixteen are lit and 36 navigation buoys, eleven of which are lit. The Director of Public Works is responsible for structural maintenance of the lighthouses and beacons and during 1954 carried out extensive improvements to the Horsburgh crew's quarters in very bad weather. The Director of Telecommunications maintains the radio-telephonic equipment by which communication is made with the Port Office. Nine local "Notices to Mariners", 51 shipping circulars and numerous wireless broadcasts notifying dangers were issued in 1954.

The Malayan Meteorological Service broadcasts twice daily weather forecasts for the South China Sea and Straits of Malacca and prepares daily Fleet Synoptic Broadcasts. Ships in these areas, in accordance with the provisions of international conventions for safety of life at sea, make regular weather reports. During the year, 4,612 reports were received through the coast radio stations at Penang and Singapore. Eight specially selected ships, equipped with meteorological instruments, made routine meteorological observations, maintained weather logs and reported at fixed times by radio.

The Singapore coast radio station, call-sign VPW, is maintained by the Telecommunications Department for passing navigational and meteorological messages to ships and receiving distress signals in addition to the handling of private traffic which numbered 51,580 radio and "ship letter" telegrams in 1954. This is a 50 per cent increase on the 1953 figure. The Telecommunications Department also provides a marine radiotelephone service for communication with small coastal vessels which operate in Malayan waters. This department inspects and licenses ships' radio stations. During the year 47 ships' station licences were issued and five ships' radio operators were examined and issued with certificates of proficiency. Radio installations on board ships were examined regularly under the requirements of the international convention and during the year 156 certificates of international validity were issued by the Surveyor-General of Ships with the assistance of the radio officers of the Telecommunications Department.

Pilotage is not compulsory in Singapore but is much used owing to the difficulties of berthing in a congested harbour with strong tides.

Shipping Casualties

A total of eighty-five shipping casualties were reported under the Merchant Shipping Ordinance during the year. Of these the grounding of the s.s. *Laurentian Valley* within the Port Limits, the sinking of the *Hin Leong* during a severe storm and two other casualties were serious enough to warrant the holding of Courts of Investigation.

Work on the breaking-up of one of the ex-Japanese wrecks off Singapore was completed during the year and continued progress made on the other. Progress was also made in the breaking-up of the *Empress of Asia*, the *Sirdhana* and the *Oscar II* but work on the tanker *Spirilla* was completely suspended. During the year the Singapore Harbour Board's tugs went to the assistance of seven vessels in distress, each operation being successful. There were three minor fires in the Port over the period of the year, one being extinguished by the water boats of Messrs. Hammer & Co., one by the Singapore Harbour Board fire brigade and one by the City Council fire brigade. On Christmas Day a fire broke out in the Danish vessel *Lexa Maersk* carrying a heavy cargo of rubber at anchor in the Outer Roads. In spite of every effort by the water boats and fire brigade, the fire could not be controlled and the vessel was completely gutted after burning for four and a half days. To ensure that the vessel should not sink where she lay, it was decided to beach her at Tanjong Rhu, an operation which was carried out successfully by the Singapore Harbour Board's tugs on 28th December.

Cargo Inspection

The handling of dangerous and inflammable cargoes is a matter requiring constant vigilance in so large and busy a port as Singapore. It is subject to a variety of laws based on United Kingdom procedure. Responsibility for the administration of these laws rests with the Marine Department whilst the cargoes are afloat, and with the City Fire Brigade and, within its own premises, the Harbour Board when they are on land. Technical assistance is rendered by the Department of Chemistry which in 1954 examined 550 ships and land tanks containing various types of petroleum to ensure that they were free of inflammable vapour and were otherwise safe prior to docking or repair. Such examinations are usually carried out in the Outer Roads. Much laboratory work was done on checking the flash points of petroleum and testing explosives prior to import.

THE PORT

CARGO HANDLED IN 1954

(in 1,000 tons)

		LOADED			DISCHARGED			GRAND TOTAL	PER- CENT- AGE OF TOTAL
		Mineral Oil	General Cargo	Total	Mineral Oil	General Cargo	Total		
Pulau Bukom and Pulau Sebarok ..	..	2,470	..	2,470	3,708	..	3,708	6,178	42.6
Roads ..	..	236	737	973	599	2,080	2,679	3,652	25.2
Singapore Harbour Board ..	..	30	1,847	1,877	790	2,002	2,792	4,669	32.2
Total ..	..	2,736	2,584	5,320	5,097	4,082	9,179	14,499	100.0

Singapore Harbour Board's Undertaking

Altogether 3,720 ships berthed alongside the Singapore Harbour Board wharves, their aggregate registered tonnage being 11,104,065 tons net. The volume of cargo handled showed an increase of 1.64 per cent compared with the 1953 figures, whilst the number of vessels handled was 215 more than in 1953. There was no congestion of goods and, in spite of the pressure on quays, no appreciable delays to vessels except a period of 10 days in December owing to unusually heavy rainfall.

An extension of mechanically worked berths was made during the year and a further 20 forklift trucks were put into use. Some 26,000 forklift pallets were in use at the end of the year. Twenty-four additional tracking trailers were purchased and two new towing tractors were put into service in replacement of superannuated equipment.

During the year plans were approved for the extension of an existing Latex Installation and also for the erection of two new installations. In addition a Coconut Oil Bulking Installation was completed. Two storage godowns were rebuilt.

A simplified tariff was introduced on 28th February, 1954 and certain changes in cargo handling charges were made on 1st December.

Ships Bunkers and Stores.

Coal bunkering was introduced in 1869 by three firms which amalgamated in 1946. Coal is loaded either by lighter from coalyards in Kallang Basin or from hoppers at the Singapore Harbour Board's wharves. A total of 13,555 tons was supplied in 1954 to ships registered outside Malaya. The principal oil installation is at Pulau Bukom,

an island some three miles outside the western entrance to Keppel Harbour, and ships are also bunkered from Pulau Sebarok, small mobile tankers moored in the Western Anchorage and from pipe lines on the Singapore Harbour Board's premises. During 1954 1,676,000 tons of oil fuel were supplied to ships registered outside Malaya as compared with 1,433,990 tons in 1953. Fresh water is supplied from pipes at the Harbour Board's wharves and a modern fleet of water boats operated by a local firm established in 1863 supplies water to ships berthed elsewhere. One and a half million tons of fresh water were supplied to shipping during 1954.

A large number of firms are engaged in providing ships' stores and chandlery of all kinds. It is estimated that \$13.2 millions worth of stores were supplied in 1954 to ships registered outside Malaya compared with \$15.9 millions worth supplied to all ships in 1953.

Public and Private Quays

Singapore is in many respects a city of small vessels. Numerous firms of junk, lighter and small ship owners flourish around the quays, conducting their business with all the tenacity and traditional flexibility of the East.

In the rural areas, port facilities barely exist. Public and privately owned jetties are to be found along the coasts to which small traders dealing with Johore and the neighbouring islands bring their craft. Some hundreds of vessels use these facilities and load and discharge cargoes of fish, vegetables, firewood, stone and general merchandise.

In the City area, outside the limits of the Harbour Board, the quays are maintained by the Public Works Department. No dues are charged for the use of these quays and no cargo handling equipment is provided. Constant dredging is carried out by the Public Works Department in the Singapore River and the inshore parts of the Inner Roads.

Marine and Port Police

The Marine Division of the Singapore Police Force has the responsibility for policing the islands and waters within the territorial limits of the Colony. It also enforces the laws relating to the Port. Its full force at the end of the year was 662 all ranks and it was equipped with 71 boats including 38 launches, a new fuel barge with a storage capacity of 1,000 gallons and a new buoy barge. A considerable amount of cargo is at all times transhipped between ships in the roads and endless opportunities of petty theft and pilferage present themselves; prevention and detection of this sort of crime is part of the routine work of the division. The Marine Police is also responsible for controlling the waters of the Johore Straits to prevent the movement of

supplies from Singapore to terrorists in South Johore. In February the night curfew in the Johore Straits was relaxed on the waters south and west of Pulau Tekong. The Police operate a number of boat bases and searchlight posts which keep the vulnerable parts of the straits illuminated from dusk to dawn every night and regularly patrolled. Only forty-four curfew offences were recorded in 1954 and few, if any, of these implied a connivance with terrorists. New radio sets were put in the 38 large boats of the Police fleet, 3 in boat bases and 5 in searchlight posts, in direct communication with the Operations Room in the Marine Police Divisional Headquarters.

On land the prevention of crime is the duty of the Colony Police Force, but the Singapore Harbour Board is authorised to operate its own Police Force within its own precincts. This force had an establishment of 287 all ranks until June 21st, 1954, when two of its constables were murdered and the authorised strength was increased to 338. Much of the work of the Harbour Board Police consists of the prevention and detection of theft. In 1954 the number of thefts fell considerably, 184 being recorded. But two major thefts took place which showed evidence of knowledgeable and careful planning and entailed a total loss of goods amounting to \$22,774.

Quarantine Control

Quarantine control is enforced by the Port Health Office of the Medical Department in collaboration with the Customs, Immigration and Marine Departments. The quarantine station is in St. John's Island, three miles south of Singapore and is capable of accommodating 1,200 passengers from ships from infected ports.

SHIP BUILDING AND REPAIR

Singapore Harbour Board Dockyard

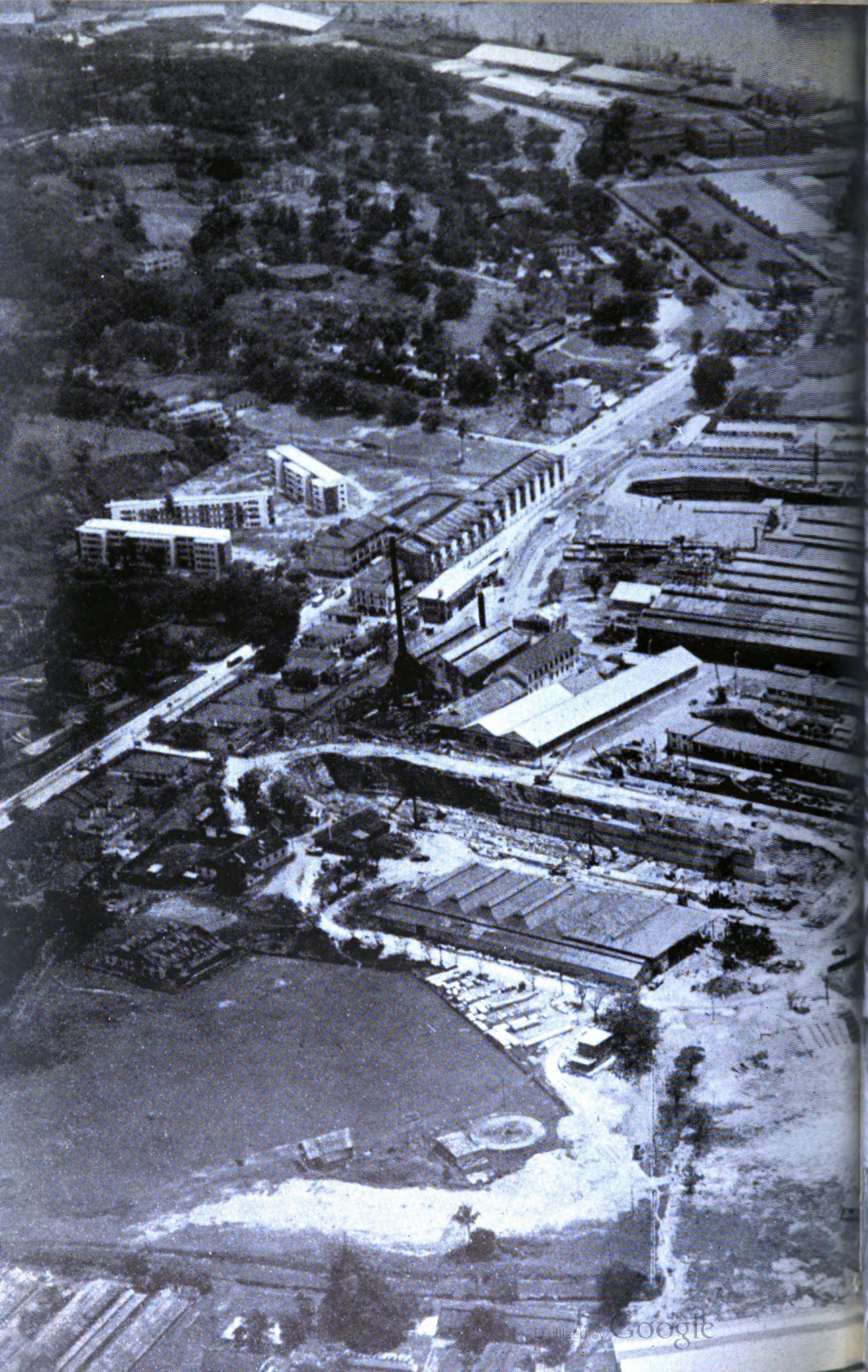
The Singapore Harbour Board owns and operates two dockyards of which the one at Keppel Harbour is by far the larger. Both were fully employed during the year though it had been anticipated in 1953 that there would be a fall in the volume of business. The aggregate gross tonnage of vessels docked during the year amounted to 1,225,008 for 436 ships, constituting a record for the Colony.

Work continued throughout the year on the new drydock, the Queen's Dock, whose completion at a cost of about \$6 millions will bring much needed relief to the five existing docks. The construction of walls, dock floor and pump room were well advanced by December 1954. The repair-berth position was improved by the new Chermin Wharf upon which a 25-ton travelling crane was erected and put into



Raffles Lighthouse was built on the most southerly islet in the territorial waters of Singapore in 1854. It stands beside the Main Straits on the shipping route between East and West. The centenary of the lighthouse was celebrated in 1954.

Tan Boon Guan





Mobile Photo Service

Singapore Harbour Board's Dock-
yard at Tanjong Pagar showing
excavations for the new graving
dock.

use. At the same time the handling of repair work on double-banked ships was rendered much easier by the erection of a new 5-ton long outreach travelling crane. The shipbuilding shed, re-sited and rebuilt west of the Queen's Dock site, was put into use during the year.

The total quantity of electrical energy distributed during the year over the Board's system amounted to 11,221,715 Units. The Singapore Harbour Board's Electrical Department was heavily engaged in laying cables for the supply of shore current to ships, electric cranes and welding equipment. The Telok Ayer electric sub-station was enlarged to provide for additional demands for power in the South Quay area and a new overhead low tension supply line was erected to serve this area.

In the field of civil engineering, plans for port extension at East Lagoon were further developed during the year and considerable reclamation work was undertaken. One hundred and twenty modern flats were completed for artisans, forty for firemen and eight for senior officers.

Private Shipyards

Apart from the major shipbuilding and repair facilities at H.M. Dockyard and the Singapore Harbour Board's Dockyard and slips which cater primarily for the large ocean going vessels there are 23 private firms engaged in shipbuilding and repair work. These firms undertake work on steel and wood vessels ranging from about 150 feet in length downwards. Most of the work carried out is routine slipping and repair after survey on local vessels trading with neighbouring countries.

CIVIL AVIATION

The geographical position of Singapore is no less favourable for airline operation than for shipping services. Air services on the major international routes are operated by the British Overseas Airways Corporation and Qantas Empire Airways between the United Kingdom and Australia, by Royal Dutch Airlines between Europe and Indonesia, and by Pan-American Airways between Singapore and the United States via the Philippines. Airlines based in Hong Kong, India, Burma, Indonesia and Thailand maintained regular services to Singapore, whilst Malayan Airways Limited, a Singapore registered company, maintained its accident free record in another successful year of operation.

The Department of Civil Aviation, under the control of the Director-General of Civil Aviation, Malaya/Borneo Region, has its Regional Headquarters in Singapore. The Director-General, in addition to his

duties towards the department in Singapore is responsible for the overall supervision and regional co-ordination of civil aviation in the Malaya/Borneo Region. Air legislation in the Malaya/Borneo Region is basically that of the United Kingdom, adapted and modified to suit local conditions.

AIRCRAFT AND AIRCREWS

The registration of aircraft is undertaken by the licensing branch of the Department of Civil Aviation. The aircraft nationality markings allocated by the International Civil Aviation Organisation to the Colony are the letters VR. These letters are followed by a hyphen and three identification letters, the first of which is "S" denoting that the aircraft is registered in Singapore. The total number of aircraft registered in the Colony at the end of 1954 was 29.

In addition to the registration of aircraft the licensing branch is responsible for the issue and renewal of all air-crew licences. To assess the technical knowledge of applicants for the various grades of air-crew licences examinations are conducted at regular intervals. Examinations for private pilots and for subjects covering air legislation for professional pilots are set and marked by the licensing branch. Examinations for professional pilots (including such subjects as navigation, flight planning, meteorology, instruments and navigational radio aids) are taken in Singapore but prepared and marked by the Ministry of Transport and Civil Aviation in London. In 1954 twenty-five such examinations and eleven examinations for private pilots licences were held.

AIR-CREW LICENSING IN 1954

	<i>Initial Issues</i>	<i>Renewals</i>	<i>Total Registered</i>
Student Pilot's Licence	23	2	92
Private Pilot's Licence	10	15	68
Commercial Pilot's Licence	5	39	31
Senior Commercial Pilot's Licence	2	4	6
Airline Transport Pilot's Licence	4	69	41
Flight Navigator's Licence . . . . .	..	1	3
Flight Engineer's Licence . . . . .	..	..	..
General Flight Radiotelephony Operator's Licence	10	..	53
Flight Radiotelephony Operator's Licence (Restricted)	3	..	4
1st Class Flight Radiotelegraphy Operator's Licence	1	..	3
Certificate of Registration	2	..	48

AERODROMES

One civil aerodrome and four military aerodromes are situated on Singapore Island itself and there is a civil aerodrome in the Cocos Islands administered by the Australian authorities.

Kallang Airport

Kallang Airport, the international airport for Singapore, is two miles from the centre of the City. During 1954 the Control Tower at Kallang maintained a full twenty-four-hour watch. Air traffic control was operated in accordance with the provisions of the Colonial Air Navigation Order and with the standards and practices recommended by the I.C.A.O. Landing fees amounted to \$557,912.

AIRPORT PASSENGER AND FREIGHT STATISTICS

					1953	1954
<i>Aircraft</i>						
Arrivals	..	..	..	..	5,689	5,584
Departures	..	..	..	..	5,693	5,580
<i>Passengers</i>						
Arrivals	..	..	..	..	62,391	62,665
Departures	..	..	..	..	61,565	60,834
<i>Freight</i>					<i>Tons</i>	<i>Tons</i>
Arrivals	..	..	..	..	871	945
Departures	..	..	..	..	3,123	3,385
<i>Mail</i>						
Arrivals	..	..	..	..	381	452
Departures	..	..	..	..	401	464

New Airport at Paya Lebar

Construction of the runway for the new International Airport was ahead of schedule at the end of 1954 despite the wettest weather for 85 years, 53 inches of rain having fallen in the last 3 months of the year alone.

By December nearly 3½ million cubic yards of earth had been moved by mechanical plant, approximately 66 per cent of the metalting on the runway had been completed, the six acre concrete parking apron laid, the workshops and hangars which will be used as an interim terminal building were well on the way to completion, concrete holding points were nearly half completed, preliminary drawings for the permanent terminal building were approved, the main approach road to the Airport was being surfaced and the construction of ancillary buildings had been begun. At the end of the year 197,000 tons of stone had been laid, and this phase of the work was proceeding at the

rate of 1,100 tons a day. An incident in the construction was the removal of a sacred tree weighing 20 to 30 tons a distance of some 500 yards. After transplanting it appeared to continue flourishing. The entire labour force is locally domiciled and consists of 600 men. Of these, 220 are engaged in the operation and maintenance of the heavy machinery employed in the construction of this modern airfield, where almost complete mechanization has been adopted.

Expenditure to the end of 1954 was \$15 millions of which nearly \$6½ millions were spent in the year. The total cost is estimated to be:—

		\$
Land and resettlement about	..	6,100,000
Terminal building about	.. ..	6,600,000
Airport excluding above	.. ..	21,300,000
		<hr/> 34,000,000 <hr/>

Of this sum \$10,000,000 is to be met by a Colonial Development and Welfare grant.

The runway, taxi tracks, formation for holding points, and earth-works generally are being executed directly by the Public Works Department, while the balance of the work is being carried out by contract on designs prepared by the Public Works Department.

AIR SAFETY

Regional Air Traffic Control Centre

The Joint Civil Aviation/Royal Air Force Regional Air Traffic Control Centre at Kallang Airport operates 24 hours a day and is responsible for the safe and expeditious flow of air traffic flying within the confines of its Flight Information Region of 750,000 square miles.

Associated with the transfer of Kallang Airport to Paya Lebar plans are now being perfected for the introduction of a unidirectional traffic flow for the Singapore terminal area using a method of inbound and outbound routings based on an airways procedural system allied to radio beacons. One beacon has already been installed in Johore Bahru and others are expected to be in operation before the end of 1955.

On the afternoon of 13th March, 1954 a Constellation No. G-ALAM belonging to the British Overseas Airways Corporation crashed and caught fire at Kallang Airport whilst on a scheduled flight from Sydney to London. All thirty-one passengers and two crew members were killed. A public inquiry was held, presided over by a Judge of

the Supreme Court assisted by two Assessors at which all interested parties were represented. The report of the inquiry which was published in December, 1954 attributed the cause of the accident to an error of the pilot but contained criticisms of the fire and rescue services at Kallang Airport. Recommendations for improvements to these services have been carried out.

Communications and Weather Services

Meteorological information is supplied by the Malayan Meteorological Service (see overleaf) which maintains a forecast office at Kallang Airport. Weather information is obtained from meteorological stations covering an area extending from Japan to Aden and from South Korea to Central Australia. Weather reports and forecasts are supplied in accordance with international procedures to aircraft operating on routes within or passing through the Flight Information Region. A continuous watch is maintained on weather conditions on all routes in this region and broadcasts of meteorological information to aircraft are maintained at half hourly intervals throughout the hours of daylight.

The radio telegraph and radio telephone facilities for these services and for communications to and from aircraft in flight are provided by the Department of Telecommunications. Radio beacon navigational aids including distance measuring and direction finding facilities are also provided. In addition there are radio telegraph (morse or teleprinter) circuits in the aeronautical fixed telecommunications network communicating to India, Ceylon, Burma, Thailand, Indo-China, Hong Kong, the Philippines, Borneo, Australia and the Republic of Indonesia for air traffic control and airline organisations. These circuits handled some 337,900 messages during 1954 compared with 216,167 in 1953.

Survey of Aircraft

The office of the Surveyor-in-Charge of the Air Registration Board, Singapore, performs functions similar to those which the Ministry of Transport and Civil Aviation has delegated to the Board in England, including the inspection of aircraft for airworthiness.

During the period under review some of the major duties undertaken by the Board were as follows:—

Inspection of aircraft prior to renewal of Certificates of Airworthiness	37
Inspection of aircraft prior to extension of Certificates of Airworthiness	25
Issue of Certificates of Airworthiness	Nil
Validation of United Kingdom Certificate of Airworthiness ..	1
Issue and renewal of Aircraft Maintenance Engineers Licences ..	80

METEOROLOGICAL SERVICES

The Malayan Meteorological Service is financed jointly by the Governments of the Colony and of the Federation and has its headquarters in Singapore. It maintains eleven first order meteorological stations in Malaya, and a forecast office in Singapore; there is in addition a meteorological station maintained by the Phosphate Commission on Christmas Island. The Department of Telecommunications provides radio reception and broadcast services for the collection and interchange of weather information with other meteorological services in South-East Asia and Australia. A total of approximately 304,500 messages were handled during 1954. See also the sections on Marine Safety and on Air Safety above.

METEOROLOGICAL RESEARCH

Research into the upper atmosphere in low latitudes was carried out at the Paya Lebar upper air experimental station. This research was financed by funds from a Colonial Development and Welfare scheme (see Chapter IV) and by the Governments of the Malaya/Borneo territories. Upper winds were determined twice daily throughout the year, and pressures, temperatures and humidities once daily from the middle of the year to heights well above the tropopause (i.e. 54,000 feet approximately) by using radar techniques for tracking hydrogen filled balloons carrying meteorological instruments.

RAILWAYS

Singapore is the southern terminus of the Malayan Railway. The modern passenger station with its hotel is adjacent to the port area of the Singapore Harbour Board. The large goods dépôt and marshalling yard are connected by a short branch line with the Singapore Harbour Board's lines serving wharves, godowns and installations in the port area.

The Malayan Railway main line, approximately sixteen miles in length on Singapore Island, crosses to the Federation over the Johore Causeway. The railway telegraph equipment, train control telephone and electric signalling equipment are installed and maintained by the Department of Telecommunications.

Day and Night trains link Singapore with Kuala Lumpur with connections to Ipoh, Penang and Bangkok. There is also a twice-weekly service between Singapore and Kota Bahru (Kelantan). Sleeping accommodation, first and second class, is available on night trains, and buffet cars run on all the principal trains.

RAILWAY TRAFFIC

			1952	1953	1954
<i>Passengers entraining at Singapore for Federation destinations:</i>					
1st Class	..	..	4,322	10,040	11,245
2nd Class	..	..	28,637	59,181	68,299
3rd Class	..	..	75,114	100,266	107,675
<i>Goods:</i>					
Forwarded from Singapore to Federation (tons)	..	..	218,292	188,210	193,096
Received in Singapore from Federation (tons)			172,059	210,981	305,755

ROADS AND VEHICLES

Though Singapore is a small island it has over 300 miles of roads maintained at public expense in good condition. The rural areas are also intersected by fair-weather roads so that few houses in the Colony are more than a very short walk away from a road. The problem of traffic congestion in a territory where almost all goods are distributed by motor vehicle becomes increasingly complex.

ROADS

Outside the City area the responsibility for the maintenance of public roads rests with the Public Works Department. During 1954 approximately \$2 millions was spent on their extension and upkeep. The Changi Coast Road from Tanah Merah Besar was almost completed. It involved the construction of a carriageway 22 feet wide and 2½ miles in length. Upper Thomson Road and Dunearn Road in the rural area had considerable work done to them and substantial progress was made on the extension of the dual carriageway on Bukit Timah Road at a cost of \$603,000. Diversions and changes in the alignment of the Tampenis Road were carried out with a view to providing first class access to the new Paya Lebar Airport. Approximately 11½ miles of tracks in agricultural areas were improved at a cost of \$342,000 and made into drained earth roads during the year. An item of far reaching importance was the completion of designs for a new bridge over the mouth of the Kallang River. This is intended to provide for a main artery from the City to its eastern suburbs and involves much preparatory reclamation and the resiting of houses. A contract for the building of the bridge was made in December, 1954.

Within the City area the City Engineer maintains about 181 miles of roads together with their bridges, drains, trees and street lighting. Road widening and surfacing were carried out on approximately 7.6 miles of public streets, while many private streets were made up and taken over. In order to eliminate a bad bottle-neck and improve

one of the main traffic routes from the docks, work was begun on the widening and reconstruction of Kim Seng Bridge. The first of the dual carriageways for Guillemard Road was constructed. This is a step on the coastal highway scheme joining the City *via* the projected Kallang Bridge to the eastern suburbs. Experiments were continued using rubber powder in rubber-bitumen carpets in an endeavour to obtain satisfactory surfaces without removing existing asphalt surfaces. Parts of Dunearn Road, Bukit Timah Road and Keppel Road have been laid with rubber-bitumen mixtures covered by a bitumen-coated non-skid surface.

Both the City Council and the Public Works Department maintain granite quarries from which 73,000 tons and 44,800 tons respectively were extracted in 1954.

VEHICLES

Motor vehicles are required under the Road Traffic Ordinance to be registered in the City Council Registry of Vehicles. Fees for initial registration and half yearly licences are paid to City Council revenues except for a sum which is contributed to the Rural Board to offset its road maintenance commitment.

VEHICLES REGISTRATION AND LICENSING

	<i>Total Vehicles registered on 31-12-53</i>	<i>Vehicles newly registered in 1954</i>	<i>Total vehicles registered on 31-12-54</i>	<i>No. of Licences issued (half-yearly average)</i>
Buses and other commercial passenger vehicles	2,506	444	2,580	3,104
Goods Vehicles	9,390	562	9,525	8,715
Private Cars	31,609	4,487	34,693	25,152
Motor Cycles	6,970	617	7,356	4,752
Trishaws	4,559	..	4,064	8,368
Tricycles	7,000	..	6,955	6,869
Bicycles	163,072	16,129	178,708	8,064
Others	2,259	..	2,113	1,058

The total revenue collected was \$9,182,755.89. The cost of collection was \$829,939.46 but this figure includes the cost of an inspectorate which checks and prosecutes traffic offences and examines all vehicles for their roadworthiness in addition to its work of preventing the evasion of licensing.

At the beginning of the year, there were 746 omnibuses and 50 trolley buses on the roads with a combined seating and standing capacity of 34,404. By the end of the year, these figures had increased to 820 omnibuses and 50 trolley buses with a combined capacity of 38,459 sitting and standing. These vehicles are operated by one public

and thirteen private bus companies. The increase in vehicles is still not enough to cope with the increased demand and overcrowding continues at rush hours. New buses being registered have more seats than the old ones which they are replacing. Two new omnibus services began operation and existing services were extended during the year.

The number of taxis in Singapore is 1,610. On 1st January, only 259 taxis had been fitted with taximeters. After 1st July no taxi was licensed unless so fitted. So called "pirate" taxis continued to ply despite the vigilance of the inspectorate and the co-operation of taxi drivers' associations. These vehicles are licensed only as private cars and are not covered by insurance for the carriage of fare paying passengers.

The number of registered trishaws continued to decrease in accordance with the policy of the City Council. In 1948 the number was 9,041. By the end of 1954, the total was only 4,045.

Free transport was organised by both bus and taxi associations for delegates to the World Assembly of Youth Congress held in Singapore during August and September.

The internal transport of Singapore is almost entirely dependent on road vehicles and as would be expected there is a large motor repair industry. The Government uses 800 vehicles of all kinds maintained either in the central workshops of the Public Works Department or in the Police vehicle workshops. The City Council has a further 419 vehicles serviced from the City Engineer's transport centre and workshop.

TRAFFIC CONTROL

Despite an increase of 3,586 motor vehicles and over 41,000 people in the population the number of traffic casualties rose only by 195 in 1954 and the number of deaths actually dropped.

TRAFFIC ACCIDENTS

		1952	1953	1954
Vehicles* registered:				
mechanically propelled	.. ..	45,622	50,475	54,061
non-mechanically propelled	.. ..	161,470	176,890	191,840
Traffic accidents reported	.. ..	13,348	16,359	17,149
Persons injured	.. ..	3,112	3,036	3,259
Persons killed	.. ..	147	133	105

* Excluding vehicles of H.M. Forces.

It is obligatory in Singapore to report all traffic accidents involving injury or damage however slight. This results in many accidents being reported which would normally pass unnoticed in other countries. The increase in the number of reports consequently indicates an increased compliance with the law and a greater road consciousness

on the part of road users as much as an increase in the number of mishaps. This attitude of mind is carefully cultivated. Two Safety First exhibitions were conducted in 1954 and Police officers gave Safety First talks to school children throughout the year.

The control of traffic is the duty of the Traffic Branch of the Police Force. In addition divisional Police and the special constabulary are used on traffic control duties as the occasion demands. The provision of traffic control works is the responsibility of the City Engineer in the City area and of the Rural Board outside.

The number of automatic traffic lights at road junctions was increased to fifty-six during 1954. Many additional pedestrian crossing lights and signs were installed and the work of laying down road dividers and providing other traffic aids continued steadily.

Driving Licences

In Singapore many applicants for driving licences neither own nor expect to own vehicles but regard the acquisition of a driving licence as a social accomplishment or as an insurance against unemployment. Not unnaturally a disproportionately large number of accidents happen to learner drivers. On 1st May, 1954 the fee for a provisional licence was raised from \$2 to \$10 and this caused a sharp drop in the number of applicants. The average number of provisional licences issued each month after the new fee was introduced was approximately half the number issued during the first four months of the year. The increased fee for provisional driving licences, which are valid for three months, did much to discourage applications for renewals and this dropped by approximately 40 per cent over the figure for the first four months of the year. Ten driving testers were employed in 1954. Provision was also made for ordinary licences to be issued to cover a period of three years instead of one year as formerly. No increase in the fee, \$2 per year, was made. Nearly half the Colony's drivers took advantage of this.

DRIVING LICENCES

			1953	1954
Tests for new applicants	..	..	25,969	16,646
Licences issued	..	..	20,019	12,104
Licences renewed	..	..	61,425	75,720
Provisional Licences issued	..	..	33,329	12,200
Provisional Licences renewed	..	..	60,943	32,859
Duplicate Licences issued	..	..	2,569	2,959
Failures in Driving Tests	..	..	8,505	7,620
Singapore Traction Company Licences renewed	..	..	820	902
Singapore Traction Company Licences issued	..	..	210	216
Licences endorsed	..	..	63	91
Revenue	..	..	\$485,212	\$600,174

TELECOMMUNICATIONS

Singapore possesses an extensive telephone system for internal communication and the geographical position of the island makes it a focal point for international radio and submarine cable links.

The Department of Telecommunications is organised on a Pan-Malayan basis with its Headquarters in Kuala Lumpur. In Singapore it functions under the Director of Telecommunications with a staff of 608. The demands of air and marine Services and local V.H.F. communication have necessitated much recent development and increase in the services provided. During 1954 an estimated revenue of \$3.7 millions was collected. The year's outgoings, excluding capital expenditure, amounted to \$3.2 millions.

TELEPHONES

The telephone service in Singapore has been operated by the Oriental Telephone and Electric Co. Ltd., under licence from the Singapore Government since 1881. In 1951 the Government notified the Company that it would exercise its option under the terms of the licence to take over the undertaking at the end of 1954. Under the Singapore Telephone Board Ordinance enacted in 1953 the system will be taken over by a public corporation known as the Singapore Telephone Board from 1st January, 1955.

The system is automatic throughout and comprises a main exchange in the centre of the City and six smaller "satellite" exchanges. The number of lines in service at the end of 1954 was approximately 21,500, with approximately 14,000 extensions from which the daily average number of calls reached half a million. The system is growing rapidly and over 2,500 new lines were connected during 1954. Extensive additions are contemplated.

Trunk telephone circuits for communication between subscribers in Singapore and in the Federation of Malaya are provided and maintained by the Department of Telecommunications. These circuits are carried partly by landline and partly by radio. V.H.F. Radio for the main telephone trunk system provides sixty-five additional circuits, resulting in quicker connections and improved service. High quality broadcast transmission circuits for the Department of Broadcasting are also furnished by the same system. Approximately, 1,668,000 trunk calls passed between Singapore and the Federation during the year. This is a 66 per cent increase on the 1953 figure of one million. The department's overseas radio telephone services have also enjoyed increased popularity during the year. 14,800 calls were passed during 1954 compared with 11,600 during 1953. During the year the services

were extended, and calls may now be made from Singapore to the United Kingdom (with extensions to European countries), U.S.A. (with extensions to Canada, Cuba and Mexico), Australia, New Zealand, Hong Kong, Macao, the Philippine Islands, India, Indonesia and Borneo.

TELEGRAPHS

Public telegraph services between Singapore and the Federation of Malaya, and services to Thailand, Sarawak, Brunei, and Christmas Island are provided by the department. Teleprinter equipment is exclusively employed on the Malayan circuits and radiotelegraphy is used on the external services mentioned above. Approximately 1.02 million telegrams were handled in 1954. The rented teleprinter service enables commercial houses and press organisations to communicate with similar organisations in Singapore and in the Federation. The facilities provided are much in demand.

Overseas telegraph traffic to and from Singapore is handled by Cable and Wireless Limited, whose submarine cables provide direct duplex circuits with the United Kingdom, India, Australia, Ceylon, South Africa, Hong Kong, the Philippines and Borneo. The 24-hour communication channels thus provided are supplemented by high-speed radio point-to-point services, using automatic equipment similar to that of the cable circuits. The number of overseas telegrams handled to and from the Colony of Singapore only, during 1954, was 642,980 inwards and 690,850 outwards. In addition the Cable and Wireless office in Singapore handled a much greater volume of international telegraph traffic in transit between other points on the company's network.

During the year, further installations were made of apparatus of the latest design and the radio transmitting facilities were also augmented.

The Company continued to provide a radio facsimile service, for transmission and reception of photographs and the like between Singapore and the United Kingdom, U.S.A., Australia, Hong Kong, Ceylon and Japan.

The cable dépôt and factory at Keppel Harbour, completed at its new site, was engaged through the year in meeting the stock cable needs of the two Singapore-based cable repair ships—the *Stanley Anguin* and *Retriever*—which continued the extensive post-war programme of submarine cable renewal in the area. The use of new materials and methods in submarine cable manufacture has resulted in increased traffic-carrying capacities between Singapore and Indonesia and also between Singapore and Penang, in the Company's main cable circuits to Europe and India.

RADIO

In addition to its radiotelephone and radiotelegraph facilities, the Telecommunications Department provides services for ships and aircraft (see the sections on Marine Safety and on Air Safety above). It also provides special V.H.F. radiotelephone services for the Marine Department, the Immigration Department, the Fire Brigade, the Water Department, etc. At the end of the year over 61 two-way V.H.F. equipments were in use on vehicles and launches, an increase of 18 during the year. Radio transmission and reception facilities are provided for news agencies on a time basis for news material falling within the definition of the International Telegraph Regulations.

POSTAL SERVICES

The Colony is served by rapid and frequent air and sea services and by virtue of its position on the main air and sea routes to South-East Asia and the Far East it handles large quantities of mail passing to and from Brunei, Sarawak, British North Borneo, Thailand, Indonesia and the Philippines. The bulk of the air and surface mail to and from the Federation of Malaya passes through Singapore. The Postal Services Department in the Colony is under the control of a Director of Posts and forms part of a Pan-Malayan postal organization with Headquarters at Kuala Lumpur in the Federation of Malaya.

The Post Office in Singapore caters for the mail of a mixed population of Chinese, Malays, Europeans, Indians and Pakistanis and many others, all using their own scripts. Singapore and the neighbouring islets are divided into 28 numbered Postal Districts and the use of the proper district number in addressing correspondence has been found to facilitate the handling of mail for delivery. The Post Office pays considerable attention to the need to educate the public in the correct addressing of correspondence. Mail bearing incorrect or insufficient addresses, which must be given special treatment, increased by 66 per cent during 1954.

Three deliveries are made on each week day in the central area of the City, and two deliveries throughout most of the remainder of the Island. It is estimated that more than 85 million items of all classes of mail, including parcels, were dealt with during 1954, compared with 82 million items in 1953. The upward trend in traffic was particularly noticeable in the airmail section where 21,264,802 items were dealt with, 7 per cent more than in 1953. There was no increase in registered items handled, and the number of insured articles decreased

by 3.8 per cent. Parcel traffic increased by 1.5 per cent over 1953. One of the reasons for the increase in letter traffic was the introduction by Singapore newspapers of competitions for which many thousands of people entered every week.

Full postal facilities for mail, money orders and postal orders and also for the transaction of Savings Bank and other classes of business were afforded at 28 Post Offices in the Colony, including the General Post Office at Fullerton Building and the Post Office at Christmas Island. New Post Offices of an attractive and modern design were opened during the year at Pasir Panjang, Orchard Road Arcade and Sembawang. The new Sembawang Post Office is at the main entrance gate to the Naval Base, and replaces the old Naval Base Post Office.

Restricted postal facilities were provided at seven Postal Agencies, including that at Cocos Island which is situated in the Indian Ocean about 1,100 miles from Singapore. On the occasion of the visit of Her Majesty Queen Elizabeth II to the Cocos Islands in April, 1954 special arrangements were made, in co-operation with the Royal Air Force, to convey mail for the Royal entourage between Cocos Island and Singapore. Special arrangements were also made for the postmarking and early despatch of thousands of envelopes posted by people in the Cocos Islands on behalf of philatelists.

In addition to the provision of postal facilities at Post Offices and Postal Agencies a number of stamp vendor's licences were issued during the year. Fourteen additional posting boxes were also provided, bringing the total number to 163. The motor fleet at the end of the year was 28 mail vans, and 2 motor cycles; this included 2 vans fitted as mobile Post Offices which call once or twice a week at villages at which postal facilities cannot at present be provided. There were also 161 bicycles.

During 1954 a modern counter was installed at Newton Post Office, and the Armed Services carried out extensions to the 'Forces' Post Office at Dempsey Road with a view to improving and expediting the handling of mail addressed to persons serving in Army and Air Force units stationed in Malaya. Plans were also drawn up to improve further the accommodation provided in the General Post Office, Fullerton Building. A mail bag cleaning plant was installed in the basement at Fullerton Building and is working satisfactorily; improvements were also made in the ventilation system serving the basement. The Post Office Training School continued to operate in a very limited form during the year for the training of newly recruited staff.

In view of the rapidly expanding population of the Colony and the intensive development of new housing estates further attention was

given to the planning of new Post Office buildings and the development of the activities of the department in order that the expansion of the postal services may not lag behind the public need.

The cash turnover of the Singapore Post Office during 1954 was \$182,731,720.

Post Office Savings Bank operations are described in Chapter V.

FOREIGN MAILS

Singapore now prepares airmail despatches every day for 176 territories, and makes despatches to a further 46 territories on six days each week. The activities of the department in this connection were affected during the year by several accidents to aircraft. The Comet air services between Singapore and London were withdrawn following crashes of Comet aircraft in the Mediterranean in the early part of the year. A Constellation aircraft operating on the service between Sydney and London crashed on landing at Kallang Airport, Singapore, on the 13th March, 1954. The mails were extensively damaged by fire but approximately 80 per cent of them were eventually salvaged and forwarded to the addressees. This work occupied the time of 20 officers of the department for three weeks. A Cathay Pacific Airways aircraft crashed near Hainan Island on 23rd July, 1954, whilst en route from Singapore to Hong Kong but none of the mail carried on this aircraft was salvaged.

In spite of the continued increase in airmail facilities there appears to be no reduction in the amount of postal articles carried by sea, rail and road. Careful organization of the work in the main sorting office in the General Post Office resulted in the rapid handling of surface mails, and on two occasions the staff were able to establish records in this connection. On 24th November, 1954, more than 6,000 bags of mail were unloaded from two vessels and all the items for delivery in the Colony were delivered within 48 hours. On 8th December, 1954, a similar record was achieved when 19,400 parcels were unloaded from a ship and delivered within 48 hours.

CHAPTER XVI

Press, Information, Broadcasting, Films

THE PRESS AND INFORMATION SERVICES

NEWSPAPERS

AS AN international news centre Singapore has its own well-established press, good international and internal telecommunications links and good travel communications with the rest of South-East Asia. As a diplomatic and strategic centre in South-East Asia, it has the offices of the Commissioner-General for South-East Asia, the headquarters of the three armed services and many foreign consular posts. There was a greater number of resident and visiting correspondents and of visiting journalists during 1954 than during any previous year.

The following agencies have permanent representatives in Singapore: Reuters, Australian Associated Press, United Press, Associated Press (U.S.A.), Agence France Presse, and the Central News Agency of China. Among the papers with regular full-time representatives have been the *Times*, the *Manchester Guardian*, the *Daily Telegraph*, the *Daily Mail*, the *Observer*, the *Sunday Times*, the *New York Times*, the *Christian Science Monitor*, *Time-Life* and the *Asahi Shimbun* (Tokyo). The British Broadcasting Corporation and the National Broadcasting Corporation of America also had permanent representatives.

Singapore has 13 major papers published in English, Chinese, Malay, Tamil and Malayalam and their total circulation increased during the year. There are also 200 journals and magazines in all languages. A photographer from the *Straits Times* won the prize awarded by the Encyclopaedia Britannica for the best press photograph of the year. Two Singapore journalists were among the party of five from Singapore, the Federation of Malaya and Hong Kong

who visited the United Kingdom for one month in July as guests of the Colonial Office. The Singapore Union of Journalists has held regular meetings during the year and a branch of the Institute of Journalists has been formed.

The law of the Colony requires printers and publishers to make a declaration before the Registrar of the Supreme Court concerning the commencement and cessation of publication of every newspaper and to supply three copies of each for official archives.

NEWSPAPERS PUBLISHED IN 1954

English:

Morning—*Straits Times, Singapore Standard, Indian Daily Mail.*

Afternoon—*Singapore Free Press.*

(The morning papers have Sunday editions).

Chinese:

Morning (including Sundays)—*Nanyang Siang Pau, Sin Chew Jit Poh, Chung Shing Jit Pao.*

Afternoon—*Nanfang Evening Post.*

Malay:

Morning—*Utusan Melayu.*

Sunday—*Utusan Zaman.*

Tamil:

Evening—*Tamil Murasu, Malaya Nanban.*

Malayalam:

Evening—*Kerala Bandhu.*

The largest of the above papers has a daily circulation of over 83,000.

PUBLIC RELATIONS

The responsibility of the Public Relations Office is to ensure the widest possible distribution of information about the policies and activities of the Government and its many departments in order to create public understanding and co-operation. Close relations with the press are of particular importance. The outstanding event of the year was the informal visit of Her Majesty the Queen and the Duke of Edinburgh to the Cocos-Keeling Islands during their Commonwealth Tour: a press party covered the visit. The press section of the department issued 2,320 statements in 1954 and 2,963 press photographs were taken. Seventy Press Conferences were held. The distribution facilities of the office were also used by the Commissioner-General's Office, the Federation of Malaya Government and the three Armed Services. A Fortnightly News Digest is prepared and issued overseas, as well as articles on specific topics. The department also issues official news and information to Radio Malaya, with which co-operation has

been closer in 1954 with the appointment of three reporters to the news room of Radio Malaya. News is also supplied to Rediffusion Limited.

Among the publicity campaigns organized in 1954 were those in connection with registration for National Service, the checking of the greatly enlarged electoral registers, Safety First in co-operation with the Traffic Police and anti-diphtheria measures in co-operation with the Medical Department.

Tourist publicity was developed during the year and amongst other things large numbers of a tourist poster and a *Travellers' Guide to Singapore* were printed and the supply quickly exhausted. The office has maintained close co-operation with air-line and shipping companies and with travel agencies and took the initiative in calling a meeting of hotel proprietors to form a Hotel Association, part of whose work will be the development of tourist publicity.

The department's publicity section designs, produces and distributes posters, booklets, leaflets, cinema slides, news-sheets and programmes, nearly all printed by the Government Printer. 1½ million items were issued during the year, 787,560 of them being Singapore Government material. A large part of the remainder consisted of publicity material supplied by the Colonial Office. A monthly calendar is produced in four languages with illustrations of some aspect of government or voluntary activity; a photo news-sheet of Singapore with news-items in four languages is produced monthly; fortnightly news-sheets are produced in Chinese and Tamil and a monthly news-sheet in Malay with a combined circulation of 16,000. A *Businessmen's Guide to Malaya* was produced in connection with the Malaya Stall at the British Industries Fair. During the year the office took over responsibility for the editing and production of a Rural news-sheet in co-operation with the Rural Board. The Government also reaches audiences in Singapore with travelling public address and film teams which have adopted a technique of dramatized announcements and concerts in which the audience takes part. Teams visit rural areas and surrounding islets regularly. The 179 community listening sets maintained by the office are mainly in the rural areas. At the end of the year a pictorial wall calendar was produced for 1955.

The department's exhibition section is responsible for the planning and production of exhibitions, the maintenance of 54 photo boxes throughout the island, and for a reading room in the crowded Chinese area. An exhibition attended by 35,596 was organized on Safety First in conjunction with Singapore's Safety First Council. A special exhibition was held on United Nations Day. A feature of the year was

the preparation of material for exhibitions overseas: in Hong Kong, Rangoon, Manila, Australia and Holland. The section was also responsible for designing and sending material for the Malaya Stall at the British Industries Fair.

During the year the Malayan Film Unit made a film for the Public Relations Office on Singapore's social services under the title of *Yoke Heng Story*. It also made a film *Returned with Thanks* for use by the Singapore Police in conjunction with their police exhibition in May 1954. Both these films have had commercial distribution in the United Kingdom and world distribution through official United Kingdom information channels.

The translation section of the office has been increased in numbers. It produces daily and weekly digests of the vernacular newspapers and in conjunction with the Chinese Secretariat it produces a digest of non-daily papers. With the urgency of modern problems which peculiarly concern the non-English-speaking communities the speedy work of this section has become increasingly valuable to the Government.

GOVERNMENT PRINTING

The Government Printing Office which printed this book produces all official printed matter and controls Government stationery.

Its factory is equipped with modern machinery and uses letterpress (flat bed and rotary), photo-lithography and intaglio methods. A modification of the British Master Printers' Federation costing system is used to cost all processes. Certain publications deemed to be of wide interest are sold on a wholesale basis to booksellers throughout the world. A trade discount is allowed in such transactions.

BROADCASTING

Broadcasting in Singapore began in 1922, when amateurs were broadcasting from two experimental stations at the same time as the British Broadcasting Company was putting out its first regular transmissions in England. Commercial radio began in 1936 with the British Malayan Broadcasting Corporation and in 1940 the Government of the Straits Settlements set up the Malaya Broadcasting Corporation.

On the 1st April, 1946 the Department of Broadcasting was established jointly by the Governments of Singapore and of the Federation of Malaya and was charged with—

- (i) providing a full and regular news service;
- (ii) focussing listeners' loyalty and interest upon Malaya;

- (iii) encouraging responsible discussion on matters of public interest;
- (iv) stimulating interest in the work of the Government;
- (v) raising cultural standards;
- (vi) broadcasting to schools; and
- (vii) providing entertainment.

In order to carry out these duties 'Radio Malaya' is organized in five divisions. There are studios, offices and transmitting stations at Kuala Lumpur, Penang and Malacca as well as at Singapore, the headquarters. The Singapore station not only serves Singapore with three medium-wave transmitters but also serves by three short-wave transmitters all those parts of the Federation which are out of reach of the medium-wave transmitters at Kuala Lumpur, Penang and Malacca.

Radio Malaya broadcasts in English, Malay, Tamil and seven Chinese dialects. The number of hours broadcast per week at the end of 1954 was about 230, including news and school broadcasts. These latter consist of four separate and quite distinct services in English, Chinese, Malay and Tamil: Radio Malaya's school broadcasting service is amongst the largest in the British Commonwealth (see Chapter IX).

WIRELESS LICENCES

The number of licence holders in the Colony at the end of 1954 was 45,442, an increase of 2,972 over the previous year's figure. About one person in 25 had listening sets at the end of 1954.

Revenue from various kinds of licence fees, including receipts from Rediffusion subscribers, amounted to \$829,359.50. A continuous and systematic check is kept to ensure that all licences are renewed on expiry and that all purchasers of new wireless sets obtain licences from the Post Office.

PROGRAMMES

Of the three simultaneous programmes broadcast by Radio Malaya one is devoted almost entirely to English, another to Malay, Tamil and Chinese and a little English, and the third to Chinese. Radio Malaya is on the air almost continuously from 6.30 a.m. until 11.00 p.m. and is the most comprehensive broadcasting system in South-East Asia.

On 12th September, 1954 Very High Frequency links between the four stations of Radio Malaya came into operation. These enabled a single "General" programme, including contributions from all stations, to be broadcast in each language, with occasional periods for stations

to broadcast "Regional" programmes. Singapore listeners now take it as a matter of course that they may hear the news from Singapore, a newstalk from Malacca, a band from Penang and a variety show from Kuala Lumpur in the space of an hour and a half. There have been Chinese chess matches with one player in Singapore and the other in Kuala Lumpur, a quiz between a Malay team in Malacca and another in Penang.

A staff commentator, with facilities provided by the United States Information Service, organized broadcasts for Radio Malaya from Manila during the Asian Games. As a result, eye-witness accounts, recordings of running commentaries and interviews were broadcast by Radio Malaya nightly in all languages.

During August broadcasts from the conference of the World Assembly of Youth enabled listeners to hear the voices of Mrs. Vijaya Lakshmi Pandit, recently President of the General Assembly of the United Nations Organization, and of the delegates who were interviewed in all languages. In response to requests from overseas broadcasting organizations Radio Malaya despatched recordings of talks and interviews to the British Broadcasting Corporation, France, Sweden, Denmark, Malta, Mauritius, India, Pakistan, Vietnam and Trinidad.

In preparation for the general elections to the enlarged Legislative Assembly, and in order to encourage citizens to check the electoral registers, many prominent citizens, including the editors of all newspapers published in Singapore, came to the microphone.

The Radio Orchestra had great success with some fortnightly programmes of Chinese music (folk songs and modern Mandarin songs) adapted for western orchestra, and later in the year with programmes of Malay music similarly adapted. The season of Chinese music was concluded by a performance at the Happy World before an audience of 6,000 people.

During the year the programmes in English were reorganized and there was considerable development in programmes originated in Malaya, particularly in light entertainment programmes such as *Irama di Udara* (a bi-lingual entertainment broadcast in both the English and Malay programmes) and *V.A.R.I.E.T.Y.* (in which there emerged for the first time in English a comedian with Malaya-wide appeal). In Chinese a number of Government heads of departments answered questions sent in by listeners, in Tamil a *Forum of the Air* had many lively unscripted discussions, and in Malay, a *Poet's Corner* brought contributions in new forms of verse from all parts of Malaya.

ANALYSIS OF BROADCASTING HOURS IN AN AVERAGE MONTH, 1954

		English	Chinese	Malay	Tamil	All Sections	Per- centage
Classical and traditional music	..	25	105	15	27	172	17
Popular music	.. ..	179	85	65	67	396	40
Variety, stories and drama (including quizzes)	.. ..	30	51	9	12	102	10
Children's session (including programmes for youth in general)	.. ..	11	..	4	2	17	2
Talks and features (including newstalks, discussions, forums, language lessons, etc.)	.. ..	27	23	13	13	76	8
Religion	.. ..	4	2	3	..	9	1
News (excluding newstalks)	..	20	70	16	16	122	12
Sport	.. ..	15	..	3	..	18	2
Schools Broadcasts	.. ..	29	27	17	11	84	8
Miscellaneous	.. ..	2	..	2	..	4	..
Totals	..	342	363	147	148	1,000	100

NEWS ROOM

Throughout the year the news room continued to provide thirty-one news bulletins daily in English, Malay, Tamil, and seven dialects of Chinese. In addition, the output of newstalks explaining events in Malaya and major events outside the country to the people of Malaya was stepped up. In all, 398 newstalks were broadcast, and a noticeable feature was the increased number that was translated and broadcast in the vernacular languages.

During the year three reporters were recruited to the central news room in Singapore and this enabled a much more comprehensive coverage of local news to be broadcast. Altogether 13,000 different news items were put out.

One of the outstanding events of the year was the visit of Her Majesty the Queen to the Cocos Islands, for which Radio Malaya arranged special exclusive news coverage, provided by its own staff. Other important events which received special coverage were the State and Town Council elections in the Federation, and campaigns to register voters both in the Federation and Singapore.

ENGINEERING

In 1954 the long-awaited circuits were brought into use for programme interchange thus allowing the simultaneous broadcasting of programmes with almost undiminished quality from all stations of Radio Malaya. These circuits were provided by the Department of

Telecommunications and their operation necessitated the design and construction of equipment for programme despatch at each station. For Kuala Lumpur, which was made the master station for the Federation, it was also necessary to install continuity suite operation. All the equipment for this and for the other stations was produced in the Singapore workshops of Radio Malaya and installed by its staff.

Apart from these activities the new medium-wave aerial for the Green (Chinese) transmissions was designed and constructed and after a new feeder pole route had been erected the new aerial was commissioned with a general improvement in signal strength. Other improvements to aerials and to transmitters have begun.

A third continuity suite was commissioned early in the year and the two existing continuity suites were each taken out of service in turn and given a thorough overhaul.

During the year a set of equipment for measuring studio reverberation time was received on loan and has been used to measure the performance of a number of studios. By means of it one of the smaller studios has been re-treated on an experimental basis.

Service Record

The analysis of total transmitter hours worked and total time lost is as follows:—

Total transmitter hours	..	..	27,489 hours	29 minutes
Total time lost	..	..	7	25
Percentage time lost	..	..	0.027%	

The causes of faults were—

(i) studio faults	..	..	1 hour	00
(ii) line faults	..	..	—	5
(iii) control room faults	..	..	—	20
(iv) transmitter faults	..	..	4 hours	35
(v) power failure	..	..	1 hour	20
(vi) miscellaneous	..	..	—	5

REDIFFUSION

Wired broadcasting is carried out by Rediffusion Limited, a company which has operated under Government charter since 1949. Programmes are distributed from the Company's studios to a number of sub-stations over lines rented from the Telephone Board. From there further distribution is carried over about a thousand miles of wire laid by the Company to the loudspeakers of individual subscribers. On 31st December, 1954, there were 33,744 subscribers, each of whom could select one of two programmes, the Gold or the Silver.

The Gold Network is entirely for Chinese and the Silver Network uses English, Malay and some of the less widely spoken Chinese dialects. The programmes consist of about 60 per cent of musical recordings but in addition include one Chinese news broadcast per day, in four dialects, edited by the Company, and a large amount of live broadcasts from the Company's studios, from outside broadcasts and from programme material and news broadcasts relayed from Radio Malaya. Many of the programmes are sponsored by local and international advertisers. The monthly rental for a loudspeaker is \$5.

REDIFFUSION PROGRAMMES

			<i>Hours per week</i>
English	..	..	69½
Chinese			
Mandarin	}		
Hokkien			
Cantonese			
Teochew			
Foochow		..	144½
Hainanese			
Hakka			
Shanghai			
Malay	..	..	10
		Total	224

During 1954 considerable expansion of the Company's network was effected and further expansion is planned for 1955. The main offices and studios are being enlarged and provision is being made for an auditorium with an audience capacity of 350 plus two additional studios.

FILMS

There are 36 licensed cinema theatres in Singapore and, in addition, nine licensed open air cinemas operating in the rural areas. The majority of the latter screened mixed programmes of English and vernacular films. Many of the larger cinemas are air-conditioned and have been equipped with the most up-to-date apparatus for wide screen, cinemascope, vista vision and various other media of screen presentation. Films imported from the United Kingdom numbered 50, the United States of America 267, Hong Kong 181 (mainly in Mandarin and Cantonese), and from India 139 of which 94 were in Hindustani, 44 in Tamil and one in Punjabi. There were 79 films from

other countries including France, Italy, Japan, Egypt and the Philippines. Large numbers of 16 m.m. and smaller films were imported and continued to enjoy popularity in schools, clubs and private residences and on estates. Weekly newsreels from four British companies and newsreels from America were imported regularly. Cinemas screening Chinese films were supplied with newsreels dubbed in Mandarin and Cantonese. A feature of special interest was the dubbing of films into Malay dialogue. Hitherto, films selected for dubbing locally were mostly from Egypt and the Philippines, but during 1954, Indian, Japanese and Turkish films were also dubbed with great success. As in previous years, first and second run cinemas showing English language films were required to show ten per cent of films of British origin. A constant check was maintained throughout the year to ensure that this requirement was observed by the exhibitors. Two film societies were inaugurated in 1954.

From the three local studios in Singapore eighteen productions were in the Malay language, including one full length coloured film in Gevacolour, while several other Malay films carried short coloured sequences. Colour films were processed in the United Kingdom. A new venture was the making of one locally produced Chinese film in the Hokkien dialect.

Films are required to be submitted to censorship before screening. There is a procedure for appeal from the decisions of the Board of Film Censors.

CHAPTER XVII

Defence

THE GEOGRAPHICAL position of Singapore, coupled with its well developed communications to other parts of South-East Asia, makes it a natural military centre. It has large establishments of United Kingdom and other Commonwealth forces whose operational commitments lie within and beyond the shores of the Colony. In addition its own local forces have been steadily developed since 1854 when the Singapore Volunteer Corps was first established. The overseas forces which use Singapore as a base are, of course, paid for by their parent Governments. The local forces whose duty it is to defend the Colony are paid for mainly from local taxation. The Colony still suffers from armed communist terrorism and a state of Emergency which was proclaimed in 1948 has been renewed at three monthly intervals ever since. This commits a large proportion of the Police Force to duties other than the normal prevention and suppression of crime.

THE EMERGENCY

In June, 1948 the Legislative Council of the Colony enacted the Emergency Regulations Ordinance as a countermeasure to a number of outrages instigated by the Malayan Communist Party. This Ordinance empowers the Governor to make regulations for such purposes as the suppression of Communist efforts to overthrow the Government when the ordinary criminal law is inadequate. From 1948 to 1950 there were frequent violent assaults with bombs, firearms, acid-throwing and incendiarism as well as the use of the usual cold war tactics.

A change in the character of the Emergency occurred during 1952 when the Communists were forced by Police pressure to abandon open defiance and by party policy to return to secret penetration. Emphasis was laid on consolidation, party education and secret

penetration of legal organizations such as trade unions, educational, social and cultural societies, and open attacks were confined to individual members of the Security Forces and suspected Police agents. This policy continued during the year 1954, in the first half of which the Malayan Communist Party was responsible for the murder of three Police Officers and one ex-Police Officer, and for the attempted murder of another Police Officer and three civilians. These murders and attempted murders involved six shooting outrages, mostly committed in daylight in the streets of the City. The persons believed to have been concerned in four of these shooting incidents have been detained under the Emergency Regulations, and 7 firearms, 6 hand-grenades, and 652 rounds of ammunition in the illegal possession of the Malayan Communist Party were seized. During the second half of the year there were no Communist outrages, but the Party is known to have concentrated on reorganization, Party education, and secret penetration of school students and trade unions.

Police pressure against the Communist Party has been maintained and twelve persons were convicted for offences against the Emergency Regulations. Six other cases were waiting trial at the end of the year. Sixty-nine persons, excluding those involved in Court prosecutions, were detained under the Emergency Regulations in the interests of public safety or the maintenance of public order. It is known that at least thirteen of these persons had, in the past, been responsible for public outrages, including three murders, six attempted murders, two cases of acid throwing and five incendiary attacks. Five of the sixty-nine persons detained were subsequently released unconditionally, four were conditionally released on Suspension Orders, Orders of Banishment were made against seven and sixteen elected to go to China on being given the option to do so. The total number of persons remaining in custody on Detention Orders at the end of the year, excluding those awaiting deportation, was thirty-eight.

So far as open Communist activity is concerned, 1954 has been the least eventful year since the Emergency was declared in 1948, and although this has been largely due to police action, there have been other important contributing factors. The change in the international political situation since the Geneva Conference has undoubtedly been one of them, while the Party's success in secret manipulation of a growing Chinese students' movement in the Colony has provided an important alternative for Communist efforts. However, it is certain that the Malayan Communist Party is prepared to resort to violence to maintain the atmosphere of intimidation which enables them to undermine normal forms of authority, such as that between parent and child, teacher and student, or employer and employee.

The Chinese students' movement, which has defied parents, teachers and community leaders alike, has been based on the patriotic appeal of Chinese culture and China. It found expression in opposition to National Service and to the Government's education policy. It is believed that the Malayan Communist Party has always had some influence in several of the schools concerned, and it is known that the Malayan Communist Party has been responsible for much of the subsequent agitation. A clash with the Police on May the 13th was exploited to the full during subsequent Court proceedings and students have made deliberate moves to align themselves with workers in labour disputes and strikes. When serious floods occurred during October and December the students attempted to forge a link with the peasant victims. The pattern of the classic form of a Communist united front between youth, worker, and peasant is apparent.

The control of movement of vessels in the Johore Straits has been maintained to deny food and supplies to the terrorists in the Federation of Malaya. Searchlights operated by the Singapore Police continued to enforce a strict curfew by night. The operation of these controls again necessitated the use of Marine Police launches and outboard motor boats far in excess of the normal requirements for policing the coast of Singapore. The continuance of this expensive but necessary safeguard has again been recommended by the Joint Control Authority of the Federation of Malaya and the Singapore Governments.

Special Constables continued to guard important Government and commercial installations against Communist sabotage. Forty-two Special Constables were posted to Kallang Airport to form the nucleus of an airport security force under the command of a Police Lieutenant. The Emergency again made it necessary to employ more than a quarter of the Police Force on anti-communist duties.

UNITED KINGDOM AND COMMONWEALTH FORCES

Singapore is the Headquarters of the United Kingdom Naval, Military and Air Force Commanders-in-Chief for the Far East. There are many central training, supply, repair and other base establishments for the Far East forces. These forces not only recruit men from overseas but have also absorbed some 7,000 locally enlisted personnel into uniformed Arms. The 1st Singapore Regiment, Royal Artillery; the Singapore Engineer Regiment, Royal Engineers; the General Headquarters Signal Regiment, and the Singapore District Signal Regiment, Royal Corps of Signals; units of the Administrative

Services; the Singapore Guard Regiment; the Royal Air Force (Malaya) and the Royal Air Force Regiment (Malaya) consist of men of all races recruited mainly from Singapore and the Federation of Malaya. In addition some 9,000 civilians are employed in the yards and offices of the Naval Base, 17,000 civilians are employed in Army depots, workshops and other establishments and 6,400 are employed on ground duties at the three Royal Air Force stations of the Colony.

LOCAL FORCES

As distinct from the United Kingdom and Commonwealth Forces mentioned above, the Colony's local forces are raised under laws enacted by the legislature of the Colony. The limits of their employment in peace and war and the conditions of service of their members are prescribed by the Colony Government and they are paid for by the local taxpayer. For training and other more immediate purposes they are to a certain extent under the supervision of the United Kingdom Service Commanders. \$17 millions were voted by the Legislative Council for their upkeep in 1954. There are now almost 3,000 men and women in the Royal Malayan Navy, the Malayan Royal Naval Volunteer Reserve, the Singapore Military Forces and the Malayan Auxiliary Air Force, and a similar number in the Civil Defence and other non-combatant forces. Officers and men in every one of these are keen, morale is good, and their training is going well. The records of these forces are kept at their various headquarter establishments in Singapore or at the Volunteer Forces Record Office which serves as a central record and pay office for certain Services.

NATIONAL SERVICE

The National Service Ordinance, under which able-bodied male citizens of the United Kingdom and Colonies and Federal citizens between the ages of 17 and 55 years are liable to register and later to be called up into the Singapore Military Forces or the Civil Defence Corps, came into force on the 1st of March, 1954. On the 15th of March a National Service Office was established at the Headquarters of the Singapore Military Forces in Beach Road; and on the 5th of April registration began.

It was decided that the 18, 19 and 20 years age groups should be registered, of whom it was estimated there were approximately 25,000 persons in the Colony liable for national service. Registration was carried out intensively over a period of six weeks at the end of

which approximately 25,000 persons had been registered. The campaign, well supported by both the English and vernacular press, was very successful in spite of vigorous opposition from the Malayan Communist Party. This opposition had little effect, although certain students from Chinese secondary schools, claiming first complete exemption from service and later postponement of liability to serve for all students, failed to present themselves for registration on the appointed day. These students later withdrew their opposition to registration and registered some days after the end of the appointed period.

It was decided that persons in the 19 year age group would be selected for the initial call-up, and that only this group would be medically examined in accordance with the National Service Ordinance. The examinations, which were comprehensive and based on a modified Army Pulheems test, were conducted at the General and Tan Tock Seng hospitals during and immediately following the registration campaign. They took place between 5 p.m. and 7 p.m. at the rate of 100 to 150 per evening at each hospital. All arrangements were made by the Assistant Director of Medical Services (Civil Defence), who engaged the services of a number of local practitioners and medical students to assist the regular medical staff. The whole process worked very smoothly.

It was decided that the maximum numbers who could be trained annually by the Singapore Military Forces and the Civil Defence Corps were 800 and 1,200 respectively, of whom one half would be called up in July/August 1954 and the remainder early in 1955. It was necessary to fix the medical and educational standards required for entrants into the two forces, and an Allocation Committee was appointed to assist the Proper Authority under the Ordinance, who is the Secretary for Defence and Internal Security. This committee, of which a representative of the Director of Education and three unofficials are members, decided that persons in the highest medical category with higher or middle educational standards should be allocated to the Singapore Military Forces, while those in the second medical category with higher or middle educational standards should be allocated to the Civil Defence Corps.

Under the provisions of the Ordinance, the Proper Authority is empowered to grant postponement of liability for service to applicants who claim that exceptional hardship would ensue if they were called up. A total of 429 applications were received, of which 134 were refused and 295 granted. Of the latter 282 were on grounds of interference with education. Any person whose application is rejected

by the Proper Authority has the right of appeal to an Appeal Tribunal, the decision of which is final. Twenty-five such appeals were heard by this Tribunal, all of which were rejected.

Since there were more men with the requisite medical and educational standards than were needed, it was decided to select those to be called up by means of a ballot. A public ballot was accordingly arranged on the 21st of June, and conducted by members of the Allocation Committee.

Call-up notices were then issued to those whose numbers were drawn from the ballot box, and the first intake reported for duty at the beginning of July. Their progress is mentioned in the sections dealing with the Singapore Military Forces and the Civil Defence Forces below.

ROYAL MALAYAN NAVY

It is natural that in a seaport like Singapore the first efforts to create a full-time regular armed force should be turned to the building of a navy. The Royal Malayan Navy was so named in 1952 and is under the command of a Captain seconded from the Royal Navy. He is assisted by other officers and by instructors whose duty it has been to recruit and train local men of all races for the defence of Malayan waters.

Expansion has been continued, by the recruitment of 71 ratings in March, and 95 in October, 1954. During the year, over 5,000 applications were received. As a result, it has been possible to select only the very best material: the standard of education of new recruits has progressively improved, and several junior ratings already show promise of developing qualities of character and ability which will enable them later to be promoted to officer rank.

Efforts were made to recruit additional cadets, but, as in 1953, few of the applicants possessed the necessary educational qualifications and, in the event, only one candidate was selected. Both he and the cadet selected in 1953 are at present under training at the Britannia Royal Naval College, Dartmouth. The age limits for the entry of cadets were raised at the end of the year under review, and an Officers' Pay Code was enacted. The two Chief Petty Officers who were promoted to Acting Commissioned Boatswain in 1953 have now been confirmed in their appointments, and a number of specially selected ratings have begun to carry out instructional duties. A shortage of technical instructors is gradually being overcome, and two Malayan ratings, now under training in naval technical schools in the United Kingdom, will be the first technical instructors to be produced by the Royal Malayan Navy.

Ships

During the year, the fleet of one naval servicing craft (engineering) (H.M.M.S. *Malaya*), one landing craft gunnery (large) (H.M.M.S. *Pelandok*) and five seaward defence motor launches was augmented by one small mine-layer (H.M.M.S. *Penyu*). Funds have been provided for a programme of new construction of inshore mine-sweepers and seaward defence boats, and it is hoped to begin building in 1955.

Training

Both preliminary and advanced training are given at the Royal Malayan Navy barracks, where more and more modern equipment is gradually being installed. After training at the barracks, young ratings are sent to sea in H.M.M.S. *Pelandok*, for practical sea training; whenever an opportunity to send others to sea in H.M.S. *Dampier*, a naval survey ship, has arisen, it has been taken. Valuable experience was gained in the latter ship, whose Commanding Officer reported favourably on the work and conduct of the R.M.N. personnel. Two training cruises to Borneo waters were undertaken by H.M.M.S. *Pelandok* and various motor launches.

Naval Operations

H.M.M. Ships played their part during the year in co-operation with the security forces of the Federation of Malaya in anti-terrorist operations. During the year, motor launches of the Royal Malayan Navy spent 844 days at sea on operational duty, in anti-piracy and fishery protection duties, sometimes in conjunction with units of the Royal Navy, but more often alone, or in conjunction with the Marine Police, and for this, they have earned the gratitude of the Government of the Federation of Malaya. Apart from the incidence of fair and foul weather, these duties are of a routine, and often monotonous, character. H.M.M.M.L. 3505, however, took part in a combined sea and air search for a fishing vessel which had broken down about 90 miles from Penang, and drifted for many days before anxiety as to its fate led to the search. It was sighted and the crew were rescued.

In the floods which caused so much damage in December, R.M.N. launches broke off patrols to render assistance at Muar and Kota Tinggi, while others were held in a state of readiness at the Naval Base to answer calls for assistance from the civil authorities in Singapore and the Federation. In the Muar district, they carried tents upstream and evacuees downstream, penetrating 90 water miles inland.



Straits Times

Two Singapore policemen rescue the inmates of a flooded home. In October, 1954 and again in December low lying farming areas were flooded. Temporary shelter, food and cash were immediately supplied.



Malayan Film Unit

NATIONAL SERVICE

In 1953 the Legislature passed a law requiring certain categories of men to register for service in the defence forces of the Colony. The first draft of 1,000 recruits enlisted during July, 1954 for part-time training in the evenings. Their enthusiasm has been most gratifying and absenteeism has been negligible.

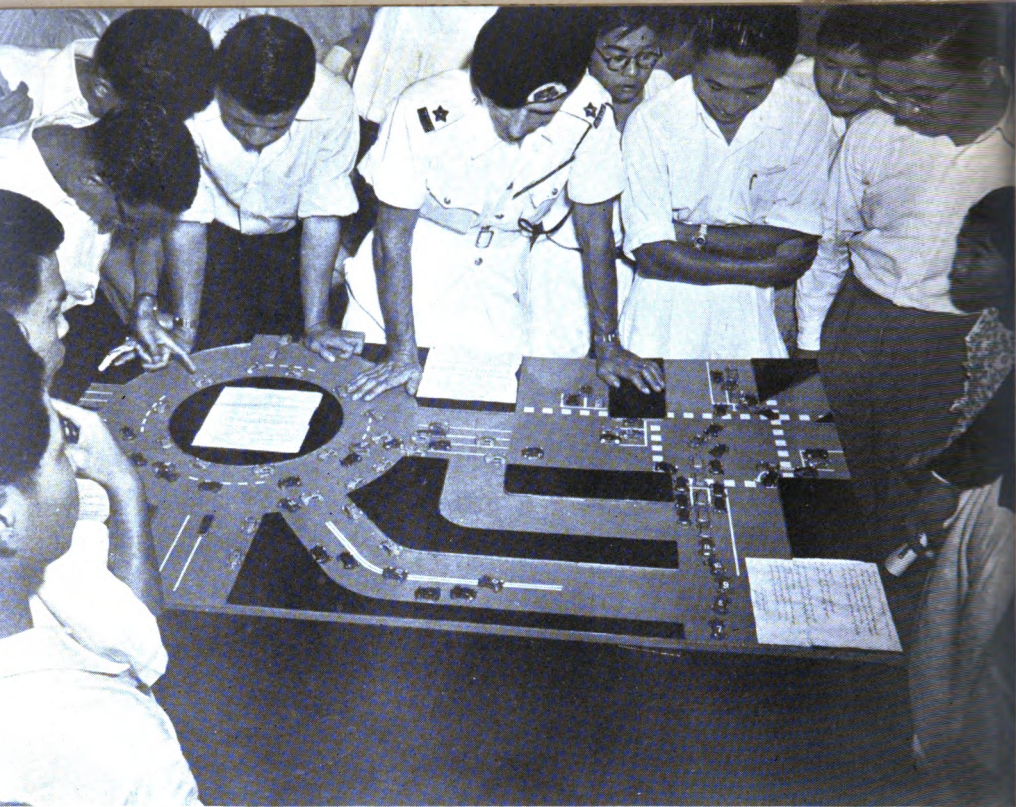




These illustrations from a film on Singapore National Servicemen show a recruit on first enrolment at the Singapore Military Forces Headquarters, the first issue of uniforms, Bren gun training at a weekend camp during the first five months' basic training period and the passing out parade. The men in this photograph have now been sent to various units for further training and a new batch of recruits has enlisted.

Malayan Film Unit





Singapore Police Force

Traffic congestion is a major problem in the busy City of Singapore. A Division of Police are permanently engaged on traffic control and modern traffic aids are being constantly augmented. The picture above was taken at the annual Safety First Exhibition.

The Royal Malayan Navy is seen on the right at gun drill in the Straits of Johore. This regular force was constituted in 1952 and has undertaken frequent operations against terrorists round the coasts of Malaya.



MALAYAN ROYAL NAVAL VOLUNTEER RESERVE

The Malayan Royal Naval Volunteer Reserve is a Pan-Malayan force in which ordinary citizens undertake naval training on a voluntary and part-time basis. It is under the overall direction of the Flag Officer, Malayan Area and is paid for as to its Singapore Division by the Singapore Government. It has in addition to its complement of officers and ratings, who are volunteers, a full-time paid Staff Officer and three Officer Instructors. Part-time instructors are also provided by the Royal Navy.

Training is carried out in H.M.S. *Laburnum*, the Divisional Headquarters ship, and in H.M.S. *Canna*, a naval servicing craft (engineering) on free and indefinite loan from the Royal Navy. Considerable repairs and improvements were made to the latter vessel during the year. Sea training cruises have also been undertaken in ships of the Royal Navy, and in Malayan Royal Naval Volunteer Reserve tenders; as a result, 225 ratings have done at least seven days' sea training, and 41 officers have completed at least fourteen days' sea training.

Work is progressing on the construction of a new Seaward Defence Motor Launch, which it is hoped will be ready in July 1955. It will be powerful, and well-equipped with anti-submarine equipment, radar, wireless and gun armament, and will go far to provide adequate sea training for the Division.

The Division was inspected by the Right Honourable Mr. J. P. L. Thomas, P.C., M.P., First Lord of the Admiralty, in September 1954, and its morale and state of training were found to be of a high standard.

SINGAPORE MILITARY FORCES

The Singapore Military Forces is the new title conferred, by the Ordinance of that name, upon the Singapore Volunteer Corps, which is the oldest military force in Malaya still in existence, and which has been called out on several occasions, in time of national emergency. Its commandant is a Colonel seconded from the Army and it has a small permanent administrative and instructional staff. Its members attend training parades and camps on a part-time basis. New entrants to the ranks are required to have a high educational standard in order to deal with the increasing intricacy of modern military equipment.

The Forces consist of seven corps—the Singapore Armoured Corps (Volunteers), the Singapore Royal Artillery (Volunteers), the Singapore Royal Engineers (Volunteers), the Singapore Corps of Signals (Volunteers), the Singapore Volunteer Corps (this title now applies only to the Infantry Battalion), the Singapore Army Service Corps (Volunteers) and the Singapore Electrical and Mechanical Engineers.

In July the Singapore Volunteer Corps celebrated its centenary. The main event in a programme lasting several days was the presentation of new Colours by His Excellency the Governor, Sir John Nicoll, which took place on the Padang on the 8th July, exactly one hundred years since thirty-two volunteers first joined the Singapore Volunteer Rifle Corps.

An important event during 1954 was the introduction of National Service. Following the coming into force of the National Service Ordinance on the 1st March and the Singapore Military Forces Ordinance on the 27th April, the first 400 National Service recruits reported for training on the 1st July and following days. These recruits completed their first five months' basic training and took part in a passing out parade on 15th December. His Excellency the Governor inspected the Parade, gave an address and finally took the salute at the March Past. These national servicemen are now being posted to all units in the Singapore Military Forces for the remainder of their three years part-time training. Their training consisted of evening parades for two hours on two evenings each week. In addition they attended one week-end of training at the Singapore Military Forces Camp at Changi and fired a shortened course with the rifle and Bren gun on the open Seletar Range. The spirit of this first intake of recruits has been excellent, absenteeism very small, and the National Service scheme may be said to have got off to a very good start. This is in no small measure due to the very conscientious and hard work put in by all the volunteer officers and instructors, who gave their spare time to the training of recruits. It is hoped that a number of regular instructors will be recruited during 1955 to ease the burden on the volunteer instructors.

Construction of the Forces' week-end camp at Changi was completed in April, and the camp has been in constant use both for week-end training and annual camps throughout the year. The Light Anti-Aircraft Battery has once again been to Kangar Kahang in the Federation for its annual practice Camp with the 1st Singapore Regiment Royal Artillery, and the Coast Battery held its annual practice Camp at Blakang Mati and took part in a Naval Defence Exercise in October. In June the Armoured Car Squadron was raised. The unit, which at present consists of one troop, attended annual Camp at Kangar Kahang with the Light Anti-Aircraft Battery in August. All other units in the Singapore Military Forces have attended evening parades and week-end camps throughout the year. The 1954 Training Season closed with the traditional Rifle Meeting and Iroquois Cup

Competition in November. Three hundred and eighty six officers and other ranks took part in the Queen's Birthday Parade on the Padang on the 10th June.

MALAYAN AUXILIARY AIR FORCE

The Malayan Auxiliary Air Force was organized on a Pan-Malayan basis in 1950, each Government paying for the portion in its own territory. The Singapore Section is commanded by a volunteer Wing Commander and all its members serve on a voluntary part-time basis except for a permanent staff officer and his assistants and instructors. The Section is composed of a Squadron and a Fighter Control Unit.

During the year it was decided to increase the Section from 205 to 450 by expanding the Fighter Control Unit. The personnel accepted for training were of a higher educational standard than ever before and were up to the standard normally required by the Royal Air Force. The administration of the Section has been organized along the lines of a Royal Air Force Station in every respect, and the adoption of the Royal Air Force system of documentation should prove to be of excellent value not only in peace time but also in the event of mobilization when the Malayan Auxiliary Air Force would take its place alongside the Royal Air Force.

The first annual Camp in the history of the Section took place in June at Bayan Lepas Airport, Penang, and out of a total strength of 327 airmen 239 attended for the full 15 days. The Camp was a great success and helped more than anything else in bringing all the personnel together, and building up the *esprit de corps* of the Section.

Squadron

During the year the role of the Squadron was changed from Fighter to Reconnaissance. The Squadron operated satisfactorily during the period under review and considerable progress has been made both in flying and technical training, the final success being when the Squadron was granted its operational status in November and given permission to take part in anti-terrorist reconnaissance operations in Johore. Aircraft flying hours during the year were 1,369 hours 55 minutes of which 59 hours 35 minutes were night flying.

The Squadron took part in three official fly-pasts during the year, on the Queen's Birthday, Battle of Britain Day, and on 13th November, when there was a farewell fly-past for the retiring Commander-in-Chief, Far East Air Force. The pilot strength at the end of the year was eleven trained and eight under training, an increase of four and three respectively, compared with last year's figures.

Fighter Control Unit

The training of personnel went on steadily throughout the year both at the Town Headquarters in the evenings, and at the Southern Sector Operations Centre, Changi, during week ends. The training facilities at the Town Headquarters were improved by the establishment of a synthetic operations room and a navigation training room. Practical training continued to be carried out at the Southern Sector Operations Centre.

During December the Fighter Control Unit personnel took over and manned completely for the first time the Southern Sector Operations Centre; the exercise was a great success. The standard of recruits has been good and the build up of trained airmen satisfactory.

SINGAPORE HARBOUR BOARD RESERVE

The Singapore Harbour Board Reserve was formed in 1952 with a view to providing a disciplined force to carry on essential port operations in time of emergency. It is composed entirely of employees of the Singapore Harbour Board (see Chapter XV) who undergo part-time training on a voluntary basis. The Reservists are already largely trained from their civilian occupations for their probable wartime duties but naturally require practice in working as a unit under emergency conditions. They also need training in versatility, to enable them to undertake tasks to which they are not accustomed. During 1954, instruction consisted mainly of basic military training, but classes of instruction in port operation under emergency conditions were begun in September and were regularly attended.

A tribunal of officers and senior N.C.Os. with powers to enrol recruits on a strictly selective basis and to check absenteeism was established on 27th July, 1954 and held four sessions. It progressively reduced the number of Reservists who were unlikely to become efficient and it effectively put a stop to unwarranted absenteeism, thereby raising the prestige of the Reserve. A contingent of Reservists attended the Queen's Birthday Parade and the Armistice Day Ceremony and in the course of the year the Reserve mounted two reviews. A Pipe Band comprising nine pipers and twelve drummers was formed in January.

CIVIL DEFENCE FORCES

The Civil Defence Forces were formed in 1951 to meet possible dangers from hostile air attack. The members are part-time volunteers and, since August, 1954, have included National Servicemen.

Civil Defence Corps

The Civil Defence Corps is under the control of a full-time Commissioner with a staff for administration and instruction paid from Colony funds.

During the first six months of 1954, every effort was made to encourage volunteers, who had joined the Corps early in 1952, to complete their section training within the prescribed period of two years on the active list. The response was good and it was possible to transfer 428 members of all five sections of the Corps to the Civil Defence Corps Reserve before the end of the year. Reservists are required to attend civil defence training and exercises for twelve hours each year. The Reserve strength of the Corps now numbers 525 and will be increased yearly.

In July 600 National Servicemen were enrolled into the Corps. The documentation and the equipping of these men with uniform was completed in ten evenings and they commenced basic civil defence training early in August. Twenty-nine classes were formed with approximately twenty in each class under volunteer instructors, supervised and assisted when necessary by the permanent instructional staff. Basic training was imparted to eighteen classes in English, three in Malay and eight in Chinese (Hokkien, Teochew and Cantonese) dialects. Only English-speaking national servicemen with a reasonable education and a knowledge of other languages were posted to the Headquarters section of the Corps. The other sections of the Corps—Warden, Rescue, Ambulance and Welfare—contain English, Malay and Chinese-speaking national servicemen. Training was held weekly for a period of two hours on four evenings each week and by early December all classes had received over thirty hours training in basic civil defence subjects.

Towards the end of the year national servicemen who were still students were granted leave for their examinations, on the understanding that periods of training missed would have to be completed at a later date. Absenteeism has been negligible and only four national servicemen had to be prosecuted for non-attendance. Others who absented themselves without sufficient reason were duly warned of their responsibilities to attend training periods regularly. Enthusiasm has increased as training has progressed. A number of national servicemen offered their services voluntarily during the floods in December to assist the volunteers of the Corps in the relief and evacuation of the victims.

Valuable assistance has been afforded by members of the St. John Ambulance Association throughout the year in the First Aid training of volunteers and national servicemen of the Corps.

Basic and section training has been given to members of the Corps on the active list; such of the latter as had reached a suitable stage of efficiency also took part in combined section training, in conjunction with members of the Reserve. To add realism to the exercises, the Royal Air Force and the Singapore Military Forces co-operated on occasions. The Auxiliary Fire Service also took part in combined section exercises on all occasions.

To meet further training commitments at the Civil Defence Training School, three instructors' courses were held for selected volunteers of the Corps with an output of 70 additional rescue and general instructors. Two instructors' courses for the Armed Services and Government Departments were also held. Approximately 100 Police non-commissioned officers from the Police Training School attended courses in civil defence subjects on completion of their Police School training.

Prior to the call-up of national servicemen, a refresher and advanced training course was held for volunteer instructors. Selected officers of the Corps had the opportunity of visiting the Royal Air Force Southern Sector Operations Centre at Changi to obtain training in the warning system. Members of the permanent staffs of hospitals (doctors, nurses and attendants) received civil defence instruction during their normal working hours and members of the Singapore Hospital Reserve received instruction in the evenings.

The accommodation situation at the Civil Defence Training School has greatly improved since last year and it is now possible with the facilities available in the training areas and lecture-rooms to train several hundreds nightly.

AUXILIARY FIRE SERVICE

This Service is a part of the air-raid precaution system of the Colony. The training of Volunteers proceeds under the ægis of the City Fire Brigade, and some 350 had been enrolled and were under training by the end of the year.

The most important event during the year was the opening of the new Dépôt by His Excellency the Governor on 2nd October. The Service's new fire appliances comprise a turntable ladder, four major pumps, six water tenders, fifty large trailer pumps and ten light trailer pumps, together with a sufficient quantity of ancillary gear. The facilities for training which the new Dépôt affords will add greatly to the efficiency of the volunteers. On several occasions during the past year fire appliances manned by Auxiliaries have assisted the regular Singapore Fire Brigade at fires.

SINGAPORE HOSPITAL RESERVE

Recruiting for this Reserve, which is intended to augment permanent medical staff in time of emergency, has been somewhat disappointing, particularly as regards women. By the end of the year some 493 Nursing Auxiliaries, including 241 women, had been recruited, out of a total strength of 698. Fifty Nursing Auxiliaries completed both their basic and secondary hospital training, and qualified in an examination.

Representatives of Government departments, local authorities, and the Armed Services, attended a successful Civil Medical Defence Study which was held during the year.

CADET CORPS

Sea Cadet Corps

The Sea Cadets were originally established in 1948 as separate contingents in a few of the larger boys' schools. There are now five school units and two open units; membership of the latter is open to all boys capable of absorbing the instruction given. All members of the Corps are unpaid voluntary part-time workers, and they are not liable to be called out in the event of emergency. The cost of equipment and uniforms is borne by the Government.

The Headquarters ship *Faulkner* was commissioned in 1953 and with its boats and gear provides adequate facilities for training the cadets in elementary seamanship and related subjects. Training is performed on a basis of three terms per year and consists of twice-weekly parades and of weekend training courses aboard the Headquarters ship.

At the beginning of the year, a generous donation was made by the Mercantile Marine Fund for the purchase of a sailing dinghy for each unit. A further donation from the Turf Club will be used to provide similar dinghies for the three units expected to be formed next year. The first dinghies have now arrived and they are in process of being assembled. It is hoped that, when all the dinghies are complete, regular races and regattas will encourage Cadets to seek recreation in sailing.

Officers' training has been stepped up by the provision of organized courses under the auspices of the Senior Officer, Royal Malayan Navy, designed to promote discipline and to teach boatwork.

Great enthusiasm was engendered by the award again this year of 'scholarships'—two cruises on merchantmen to the United Kingdom, two to Borneo and one to Japan. It is interesting to record that the enthusiasm and goodwill made possible by these scholarships

produced a number of cadets anxious to apply for cadetships in the Royal Malayan Navy and the Merchant Services. While in the United Kingdom, two Cadets (one Malay and one Chinese) attended courses arranged for Sea Cadets by the Royal Navy. Both were awarded First Class Seaman Gunner's and Air Course Badges and obtained excellent reports from their merchant ship captains.

In order to encourage Cadets to consider the sea service when they leave the Corps, visits were arranged weekly for each unit to the Singapore Harbour Board, the Marine Police, the Naval Base and to a Royal Naval Air Station. A most successful cruise was arranged in H.M.S. *Cossack* for twenty Cadets and three Officers.

School Cadet Corps (Army)

School contingents in five of the larger boys' schools are organized to give part-time training to volunteers on infantry subjects. The instruction is mainly practical and includes drill and weapon training. It is designed to lead up to an examination for a proficiency certificate. During the year, 105 cadets obtained Part I Certificates, and 95 cadets obtained Part II Certificates. The school contingents are attached to various units of the Regular Army, and to the Singapore Military Forces, which render such guidance and help as are needed. Apart from parades and lectures out of school hours, a combined camp of all five contingents was held at the Singapore Military Forces permanent camp at Tanah Merah Besar, and was attended by a total of 16 Officers and 245 Cadets.

Malayan Air Training Corps

The Malayan Air Training Corps is organized on the same lines as the Sea Cadets, with central lecture rooms. The training provided is a mixture of theoretical and practical work on engineering, radio, air navigation and kindred subjects and includes the regular showing of technical films. The cadets are below the minimum age allowed for piloting aircraft, but the Royal Air Force nevertheless provided opportunities for all of them to gain experience of flying and the Royal Singapore Flying Club made an aircraft available as a "flying classroom" for navigational and other instruction to twelve selected cadets. During the year, one of the last Royal Air Force Spitfires to fly on operations over Malaya was presented to the Corps, and now stands outside its Headquarters, both as a memorial and as a basis for working instruction. A new school squadron was formed towards the end of the year, and on 31st December a party of the Malayan and Federation of Malaya Air Training Corps cadets left by air on an exchange visit to Australia.

CHAPTER XVIII

Constitution and Administration

THE COLONY OF SINGAPORE continued in 1954 to be constituted by the Singapore Colony Orders in Council, 1946 to 1953, made under the Straits Settlements (Repeal) Act, 1946, and the British Settlements Acts, 1887 and 1945. These Orders in Council and the Royal Instructions of 27th March, 1946 as subsequently amended, provided for the office of Governor, an Executive Council consisting of the Governor as Chairman, four *ex officio* Members, two Nominated Official Members, four Nominated Unofficial Members and two Elected Members; and a Legislative Council consisting of four *ex officio* Members, five Nominated Official Members, four Nominated Unofficial Members and twelve Elected Members.

The administration of the Colony was carried out during 1954 by a number of executive departments under the general supervision of the Colonial Secretary, who was responsible to the Governor for their efficient working and co-ordination. A list of these departments is given in Chapter IV. A District Officer was appointed to Christmas Island and an Administrator to the Cocos-Keeling Islands.

Local government functions as set out in the Municipal Ordinance, including the provision of public utilities, were entrusted to the City Council in the urban area and, over a more limited range of functions, to the Rural Board in the rural area and surrounding islands. For certain other specialized purposes, such as port administration and town planning and housing, the Singapore Harbour Board and the Singapore Improvement Trust have been created. They are described in Chapters XV and VIII respectively.

CONSTITUTIONAL CHANGE

The First Legislative Council under the constitution of 1946 was inaugurated in 1948, and dissolved early in 1951. It had nine elected members. The Orders in Council were amended in 1950 to provide for

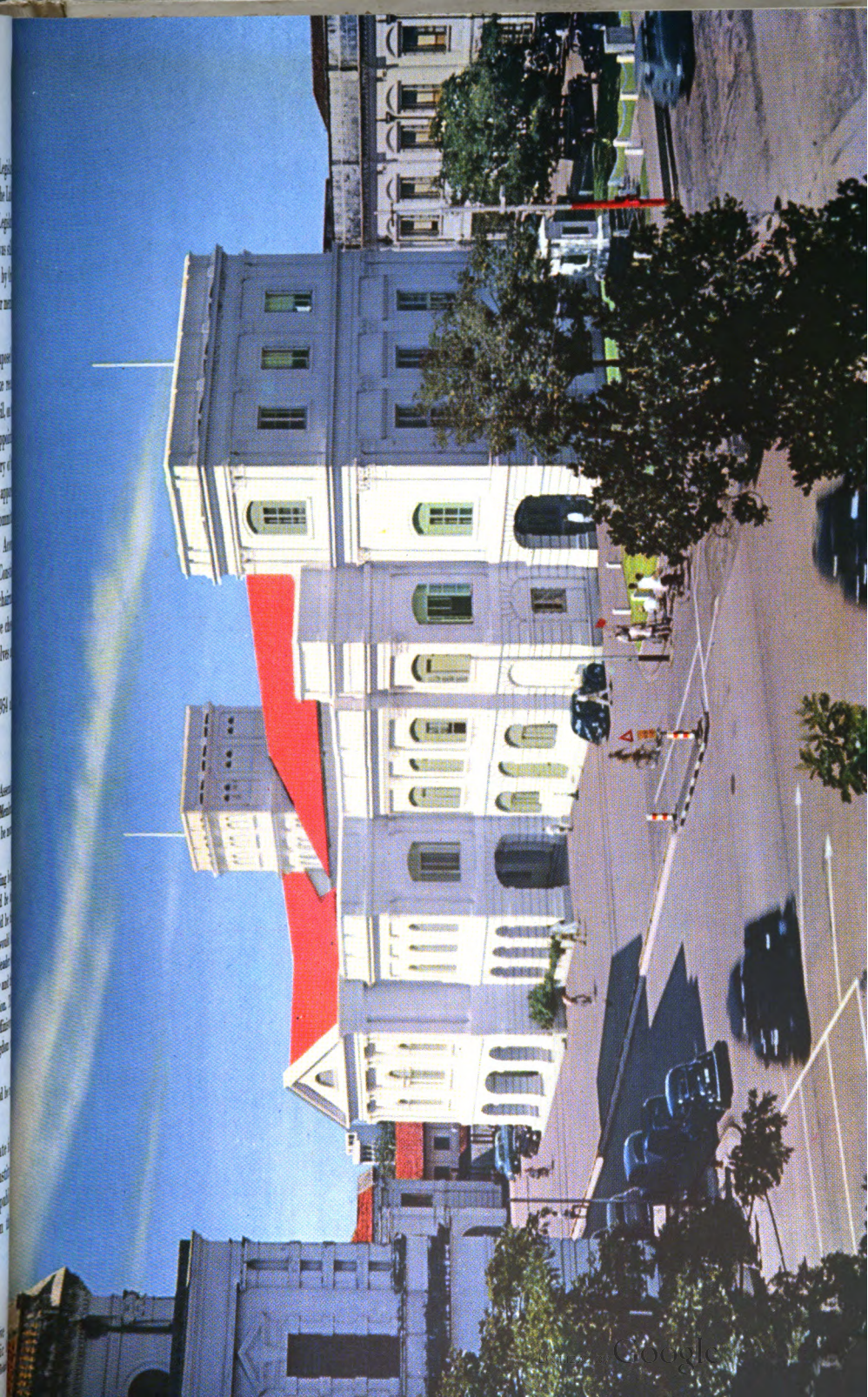
twelve elected members and elections for the Second Legislative Council were held in March, 1951. The Progressive Party, the Labour Party and an Independent gained seats. The Second Legislative Council was formally opened on the 17th April, 1951 and was still in existence at the end of 1954 as its life had been prolonged by Order in Council. A bye-election was held in 1952 in which a Labour member replaced an Independent.

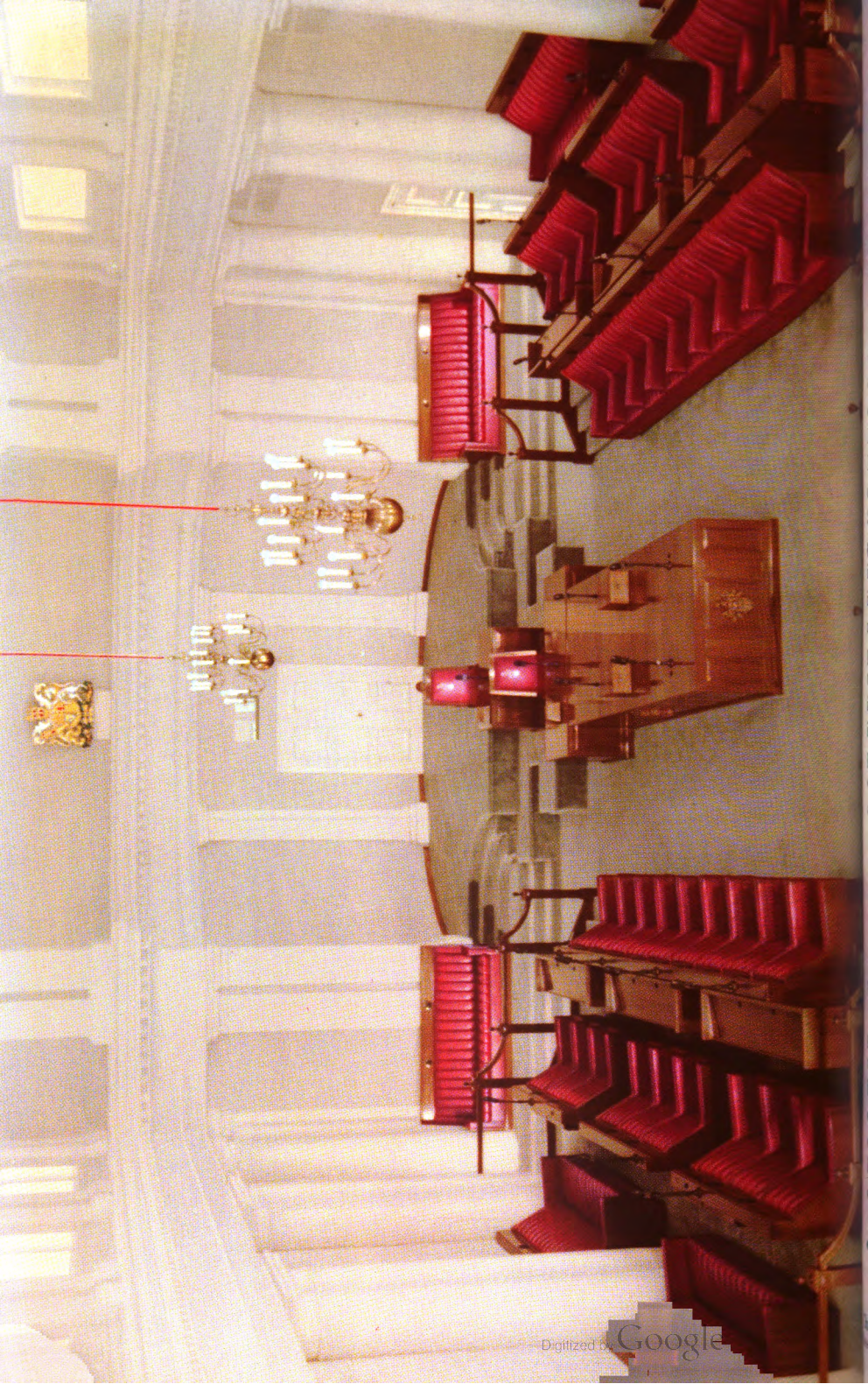
In 1952 the Governor appointed two committees composed of members of the Legislative Council: the one was to make recommendations on the number of elected members in the Council, on the distribution of electoral districts, and on the desirability of appointing a Speaker; the other was to examine the electoral machinery of the Colony. Both committees reported in 1953 and it became apparent that more far reaching changes were needed than either committee could recommend within its respective terms of reference. Accordingly, towards the end of 1953, the Governor appointed a Constitutional Commission with Sir George Rendel, K.C.M.G. as chairman and eight members chosen from the Legislative Council—five chosen by the Unofficial Members of the Legislative Council themselves and three chosen by the Governor.

The Constitutional Commission reported in February, 1954 and made the following principal recommendations:—

- (i) an automatic system of registering voters;
- (ii) the transformation of the Legislative Council into a mainly elected Assembly consisting of a Speaker, twenty-five popularly elected Unofficial Members, three *ex-officio* Official Members and four Unofficial Members to be nominated by the Governor;
- (iii) the constitution of a Council of Ministers as the main policy making body in replacement of the Executive Council. Its President would be the Governor and of the nine members, styled Ministers, three would be the three *ex-officio* Members of the Legislative Assembly and six would be Members of the Assembly. Of these six Ministers one, being the leader of the majority party or coalition of parties, would be Chief Minister and the other five Ministers would be appointed on his recommendation. The principle of collective responsibility would apply in the Council of Ministers in much the same way as in the Cabinets of the United Kingdom or Dominions;
- (iv) the local authorities, the City Council and the Rural Board, should be re-constituted as a single body.

These recommendations were approved by the Secretary of State for the Colonies and by the end of 1954 the drafting of a new constitutional Order in Council was well under way. One of the oldest public buildings of the Colony was completely reconstructed within the existing outer walls as a new Assembly House.





ELECTIONS

Following the recommendations of the Rendel Commission mentioned above an Electoral Boundaries Delimitation Committee was appointed in 1954 to subdivide the island into twenty-five electoral divisions in place of the existing nine. The new boundaries are shown on the map at the end of this chapter.

No distinction of race or sex is made in the qualifications required of electors. An elector to the Legislative Assembly must be 21 years of age, must be ordinarily resident in the Colony and must be a citizen of the United Kingdom and Colonies or must have been born in the Federation of Malaya or in one of the British territories in Borneo. Persons who owe allegiance to a foreign state, who are undergoing sentence of imprisonment or who are serving members of the Armed Services (other than local forces) or who fall into certain other categories are disqualified from voting. These provisions and others affecting the election of Members of the Legislative Assembly were made in the Legislative Assembly Elections Ordinance enacted in 1954 as a result of the recommendations of the Rendel Commission. It also provided that the registration of voters should be automatic. Electoral Registers were accordingly prepared from information contained in the National Registration Office and placed on view to the public in twenty-five different centres throughout the island. During this period of revision 1,434 alterations were made and at the end of it the electoral registers contained 299,850 names. These were distributed approximately as follows:—

Chinese	..	..	60 per cent
Malays	..	..	21 ..
Indians	..	..	11.5 ..
Others	..	..	7.5 ..

It is on the basis of these registers that elections to the new Legislative Assembly will be made.

Candidates for election to the Legislative Assembly must be registered electors able to speak, read and write English sufficiently to take an active part in the proceedings of the Council. Undischarged bankrupts, persons declared by law to be of unsound mind and certain others are debarred from contesting elections. Candidates must be citizens of the United Kingdom and Colonies over the age of 21 who have resided in the Colony for seven years out of the ten years preceding nomination for election.

Under the provisions of the present Municipal Ordinance one elected member of the present City Council retires from each of the

six wards every year. At the election for the City Council held in December, 1953, fourteen candidates were nominated to contest the six seats. There was no contest in one ward, and at the poll taken in the other five wards, 50 per cent of the electorate voted. At this election the automatic registration of voters had not been brought into force. In anticipation of the new constitution no elections were held in 1954.

All polls are taken by secret ballot.

PUBLIC ADMINISTRATION

Public Finance

The fiscal policy of the Colony is framed by the Governor in Council subject to the authority of the legislature and the final approval of the Secretary of State for the Colonies. The Finance Committee of the Legislative Council consisting of five Unofficial Members of the Legislative Council under the chairmanship of the Financial Secretary met at frequent intervals in 1954 to consider proposals for supplementary provision not included in the approved annual estimates of the Colony. It is proposed that a different system for considering supplementary provision should be adopted under the new constitution.

The City Council is responsible for its own revenues and is empowered under the Municipal Ordinance to levy rates up to a maximum of 30 per cent of the annual value of property in the city area and to charge fees of various kinds. The Rural Board is similarly empowered but for various reasons is unable to maintain itself. A subsidy from Colony Government funds is therefore made. The Singapore Harbour Board supports itself from the charges made for handling cargo and providing other services in its premises in the dock area. The income of the Singapore Improvement Trust comes from an improvement rate of 2 per cent levied on the annual value of property within the city area, together with an equal amount paid from Government revenues. The cost of maintenance of the houses built by the Trust from money loaned by the Government and rented out is met from the rents received from the tenants. All the quasi-Government bodies mentioned in this paragraph receive loans from the Colony Government from time to time.

Further details of public finance are given in Chapter IV.

The Public Service

The Colony Government, the City Council, the Harbour Board and the Improvement Trust each have their own schemes of service and

recruit staff independently of one another. The Rural Board engages its staff on the same conditions as the Colony Government. Together they employ about 42,000 people.

Monthly paid employees of the Colony Government are classified into four divisions: Division I includes the administrative and professional grades, Divisions II and III the executive, clerical and technical grades while Division IV consists mainly of manual workers. In addition a large number of manual workers are employed on public works and the like and are paid at daily rates.

Appointments and promotions to all except certain posts in Division I and to many posts in lower divisions are made on the advice of a Public Services Commission constituted under an Ordinance of 1949. The Chairman and the two members of the Commission are appointed by the Governor. During 1954 the Commission interviewed 692 candidates for 437 vacant appointments in Divisions I and II of the Public Service. Over half these vacant appointments were in the Education Service. It also considered 5,532 applications for appointments to 1,081 vacancies in Division III. The Commission also advised on proposals for several amendments in the Schemes of Service of the Singapore Higher Services and on other proposals affecting the Public Service.

The declared policy of the Government is to fill the service with locally domiciled officers as quickly as is consonant with the need for maintaining standards and for efficiency. It would be impossible in the present state of professional education in Malaya to find locally domiciled candidates with the desired qualifications unless steps were taken to train them overseas. This has been continued on an increasing scale and many recruits to the Public Service have been granted scholarships to undertake courses of study up to five years in length. Serving officers have been sent on courses and attachments to Government and other institutions overseas to gain experience in administrative techniques. In 1954 approximately \$500,000 was spent on such scholarships and training courses. Advantage has been taken also of the scholarships and fellowships offered for Government employees by Commonwealth Governments and United Nations organizations for study overseas.

A new departure in staff training took place when in January, 1954 an officer of the Education Service with experience of administration and adult education, was appointed Staff Training Officer. His duties include the establishment of a staff training school and the operation of central training courses as required.

STAFF TRAINING IN SINGAPORE

Type and description	Number held	Number and grade of Officers attending			
		Higher Services	Clerical	Others	Total
<i>Induction:</i>					
1. Administrative Cadet (3 weeks)	2	28	2	..	30
2. Clerical Probationers (1 week) ..	3	1	39	..	40
3. Stenographers/Typists (24 hrs.)	2	..	..	31	31
<i>Vocational:</i>					
4. Supervisors/Staff Handling (10 hours)	2	..	17	..	17
5. Supervisors/Instruction (10 hrs.)	2	..	17	..	17
6. Clerical Work Units (3 hours per month)	3	..	48	..	48
7. Law (15 hours)	1	25	..	..	25
Total ..	15	54	123	31	208

At the end of 1954 about 98 per cent of Government employees were locally domiciled. In Division I where the recruitment of suitable local candidates is the most difficult their number rose by 70 to 252 out of a total of 739 officers employed on the permanent establishment.

Up to the end of June, 1954, most of the officers recruited from overseas for appointments in Divisions I and II of the service had been appointed to the Malayan Establishment and were liable to be posted for duty either in Singapore or in the Federation of Malaya. The Malayan Establishment was dissolved on 30th June and its officers were allocated either to the Singapore or to the Federation Establishment. Another development affecting the service was the creation on 1st October of Her Majesty's Oversea Civil Service which takes the place of the Colonial 'Unified' Services for officers who are selected, or whose appointments are approved, by the Secretary of State for the Colonies.

An important step towards the improvement of staff relations was taken when the Singapore Civil Service Joint Council was inaugurated on the 27th August. This Council, whose constitution is modelled on that of the National Whitley Council in the United Kingdom, is representative of officers in all divisions of the Public Service as well as daily rated employees. Most of the work of the Council is carried out in committees, of which there are five, a General Purposes Committee

and four Grades Committees. The Council has already proved its worth and its establishment has made it possible to have frank and responsible joint discussions on the widest issues affecting all members of the service. In some departments Departmental Joint Councils have been set up.

Organization and Methods

Organization work during the year was concerned mainly with the administrative re-adjustment required to conform with the constitutional changes due to take effect early in 1955. A distribution of work amongst the nine new Ministries was planned on the lines of the Constitutional Commission's recommendations, and preliminary transfer made to embryo Ministry offices of responsibilities and files from the Colonial Secretary's Office. The necessary staffing of Ministries was worked out, and the laws of the Colony brought under comprehensive review to enable an appropriate transfer of statutory powers to be made to the Ministers on their assumption of office.

Methods work continued with the assistance of resident members of the staff of Messrs. Urwick, Orr and Partners, a firm of organization consultants. Office and accountancy procedure was reviewed and simplified in respect of storekeeping, vote control, control of personal emoluments and pension cases, and comprehensive procedural surveys made of the Lands, Customs, and Medical Services offices. Substantial economies in time, paper and man-power were effected by these investigations.

The codification of standing instructions for the conduct of Government business continued with the revision and re-issue of the General Orders of the Colony and of the Colonial Secretary's Circulars.

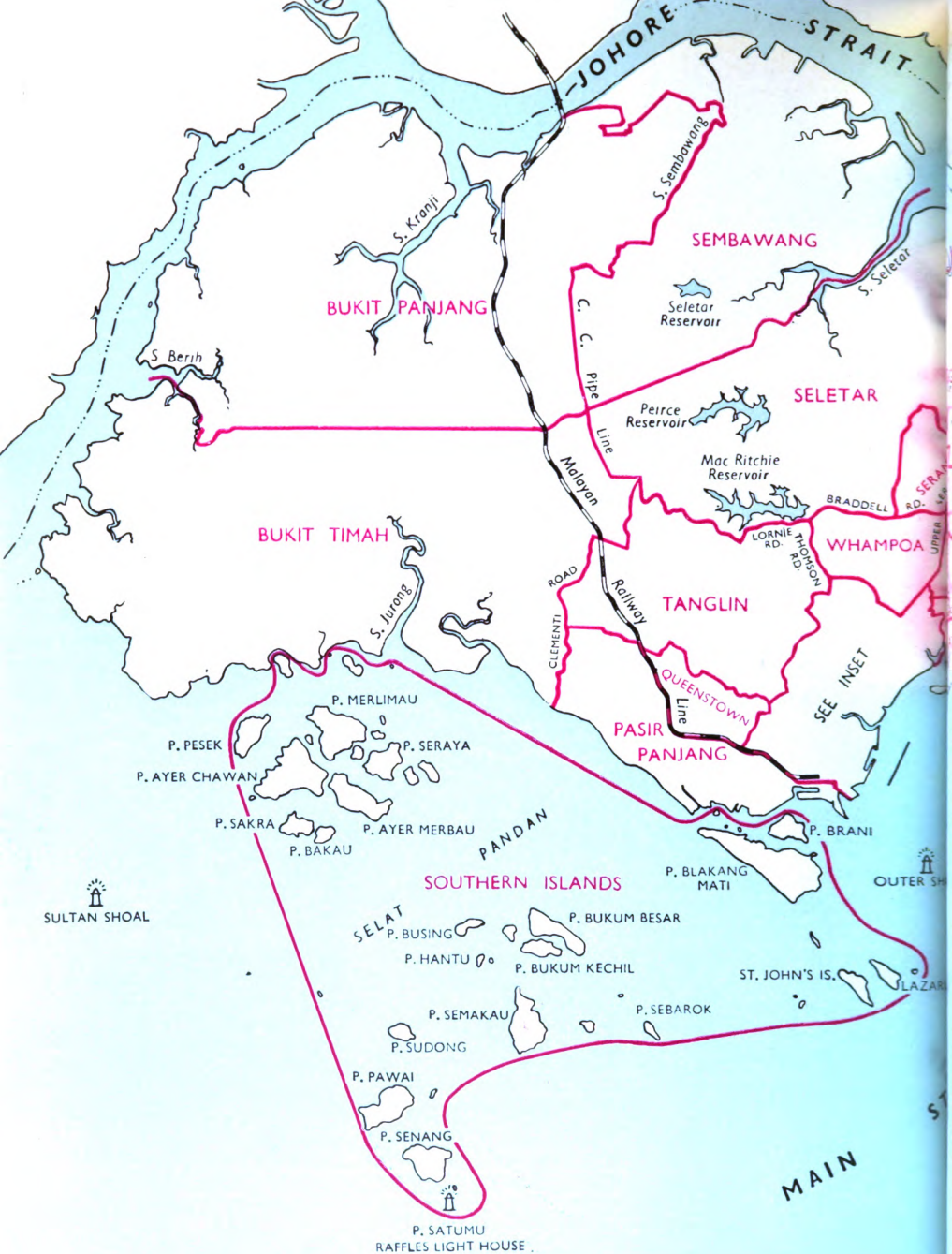
CITY COUNCIL

The City Council which is the local authority within the city area consists of a President appointed by the Governor in Council and twenty-seven members of whom eighteen are popularly elected as set out above. The Council enjoys a wide measure of autonomy in the matters placed under its control by the Municipal Ordinance and is empowered to make by-laws but is subject to certain safeguards which come into effect if it should fail to discharge its functions. It is also required to seek the approval of the Governor in Council for such matters as the annual City budget and the raising of loans. As explained above it is proposed that the City Council and the Rural Board should be merged and reconstituted as an island-wide local authority.

RURAL BOARD

The Rural Board which is the local authority outside the city area, consists of a Chairman and seventeen members appointed by the Governor. Seven members represent the seven Rural District Committees which have existed since 1947 and have served as very useful liaison bodies between the Board and the rural population. The Board carries out in its area some of the local government functions which are performed by the City Council in the city area. It also has powers similar to the City Council for the levying of rates and the making of by-laws and is subject to the same control by the Governor in Council. The Chairman is an *ex-officio* member of the Singapore Improvement Trust and the Board also chooses one of its unofficial members for nomination to the Trust. It has executive branches concerned with buildings, rural cleansing, rate collection and accountancy and it has partial control over the Rural Health Branch of the Government Medical Department and over the Rural Branch of the Public Works Department.





ELECTORAL DIVISIONS COLONY OF SINGAPORE

Mile 1 1/2 0 1 2 3 4 5 6 7 Miles

Electoral Divisions

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KATONG

JOHORE

KUALA JOHORE

P. UBIN

P. TEKONG KECIL

P. TEKONG BESAR

SERANGOON HARBOUR

PUNGGOL — TAMPINES

CHANGI

ULU BEDOK

INSET

FARRER PARK

KAMPONG KAPOR

ROCHORE

CAIRNHILL

STAMFORD

HAVELOCK

TIONG
BAHRU

TELOK
AYER

TG.
PAGAR

KEPPEL HARBOUR

Mile 1

1/2

0

1

2 Miles

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From a painting by Lonsdale

Sir Thomas Stamford Raffles, founder of modern Singapore.

APPENDIX I

THE EXECUTIVE COUNCIL

MEMBERS AS ON 31ST DECEMBER, 1954

- The Governor, Sir John Nicoll, K.C.M.G. (*Chairman*).
The Colonial Secretary, Mr. W. A. C. Goode, C.M.G. (*ex officio*).
The Attorney-General, Mr. E. J. Davies, Q.C. (*ex officio*).
The Acting Financial Secretary, Mr. T. M. Hart (*ex officio*).
The President, City Council, Mr. T. P. F. McNeice, C.M.G., O.B.E. (*ex officio*).
Mr. R. N. Broome, O.B.E., M.C., Secretary for Chinese Affairs (Nominated Official Member).
Major-General D. D. C. Tulloch, D.S.O., M.C., A.D.C., General Officer Commanding Singapore Base District (Nominated Official Member).
Sir Ewen Fergusson, Kt. (Nominated Unofficial Member).
Mr. Tan Chin Tuan, C.B.E., J.P. (Nominated Unofficial Member).
Mr. M. J. Namazie, C.B.E. (Nominated Unofficial Member).
Mr. C. C. Tan (Elected by the Legislative Council).
Mr. Thio Chan Bee, J.P. (Elected by the Legislative Council).
Mr. R. Jumabhoy, C.B.E., S.C.H., J.P. (Nominated Unofficial Member).

APPENDIX II

THE LEGISLATIVE COUNCIL

MEMBERS AS ON 31ST DECEMBER, 1954

- The Governor, Sir John Nicoll, K.C.M.G. (*President*).
- Mr. Tan Chin Tuan, C.B.E., J.P. (*Deputy President*); (Elected Member for the Chinese Chamber of Commerce).
- The Colonial Secretary, Mr. W. A. C. Goode, C.M.G. (*ex officio*).
- The Attorney-General, Mr. E. J. Davies, Q.C. (*ex officio*).
- The Acting Financial Secretary, Mr. T. M. Hart (*ex officio*).
- The President, City Council, Mr. T. P. F. McNeice, C.M.G., O.B.E. (*ex officio*).
- Mr. P. F. de Souza, O.B.E. (Nominated Unofficial Member).
- Mr. R. Jumabhoy, C.B.E., S.C.H., J.P. (Elected Member for the Indian Chamber of Commerce).
- Mr. John Laycock, M.C. (Elected Member for Katong).
- Mr. Lim Yew Hock (Elected Member for Keppel).
- Mr. N. A. Mallal (Elected Member for City).
- Mr. C. C. Tan (Elected Member for Tanglin).
- Mr. Thio Chan Bee, J.P. (Elected Member for Balestier).
- Sir Ewen Fergusson, Kt. (Elected Member for the Singapore Chamber of Commerce).
- Inche Ahmad bin Mohamed Ibrahim (Nominated Unofficial Member).
- Mrs. Elizabeth Choy, O.B.E. (Nominated Unofficial Member).
- Mr. C. R. Dasaratha Raj (Elected Member for Rochore).
- Mr. H. J. C. Kulasingha (Elected Member for Bukit Timah).
- Mr. G. W. Davis, Commissioner for Labour (Nominated Official Member).
- Mr. M. P. D. Nair (Elected Member for Seletar).
- Mr. C. F. Smith, J.P. (Nominated Unofficial Member).
- Mr. J. E. Pepper, Commissioner of Lands (Nominated Official Member).
- Dr. R. H. Bland, O.B.E., Director of Medical Services (Nominated Official Member).
- Mr. R. M. Young, Director of Education (Nominated Official Member).
- Mr. J. B. Clegg, Acting Director of Commerce and Industry (Nominated Official Member); (Temporary Member).

CHAPTER XIX

The Arts

IN OVER one hundred years of commercial and political stability the fine arts have taken root in Singapore and made it a local centre for music, drama and painting. The city is very cosmopolitan. Traditional arts from many countries meet and interact producing new forms ranging from the severely classical to the frankly popular. As would be expected with a population which is three-quarters Chinese the demand is mainly for Chinese art forms, especially the dramatic. The spread of English education and western culture have, however, led to a growing interest in western art, notably western music, amongst other races besides the European. It is only in the Chinese drama and in western or westernized music that there is a sufficient demand to support professional performances and the exponents of the more scholarly kinds of Chinese music, of western drama and of the visual arts are almost entirely amateur. The public concern to foster the growing interest in art was given expression in the building in 1903 of the Victoria Memorial Hall and Theatre, one of the more notable buildings of Singapore's waterfront, as an extension to a theatre which has existed since 1856. In 1954 the City Council provided for the complete re-building of the Theatre within the enclosing outer walls which are to be left to maintain the character of the whole block. Within these outer walls the Theatre is being gutted and a modern theatre which will accommodate an audience of 820 will replace the earlier one with a capacity of 464.

THE BRITISH COUNCIL

The British Council continued to assist local organizations by making its hall available for exhibitions. The Study Group Movement has increased its activities and is combined with visits by overseas lecturers for whom the Council arranges meetings.

Most of the Colony's educational establishments, its youth organizations and other bodies use the British Council's film and gramophone

record library. The latter, being well-stocked with good recordings of classical music, drama and poetry-readings by well-known actors and authors, has a big turnover, while the Council's new reference library available to the public covers a large part of the field of adult education.

DRAMA

Since very few, if any, professional companies reach the Colony the potential demand for plays in the English language is entirely supplied by amateurs working under unusual cultural difficulties and hampered by a public taste which requires considerable stimulation.

Three main companies produce at the Victoria Memorial Theatre, and they have a mutual agreement whereby the Stage Club and the Arts Theatre present plays in alternation, with interspersed productions from the Island Players. The Colony's oldest amateur theatrical organization, the Stage Club, continued in 1954 its policy of providing entertainment mainly in the shape of comedies, farces and comedy-thrillers, with occasional straight plays. The items chosen have generally had a recent success in London or are otherwise well-known. Five plays were produced in 1954. The Singapore Arts Theatre gave four major productions in 1954. This company's policy of performing plays of a high critical standard, including the English classics, has not always been rewarded with the public response it deserves. The Island Players, formed late in 1952, had a successful year with three productions one of which was taken on tour to Kuala Lumpur.

Broadcast plays in English have become a regular weekly feature of Radio Malaya. Half of those broadcast in 1954 were produced in Singapore and the remainder were B.B.C. recordings. One play was by a local writer. For the first time in the Far East permission was obtained to broadcast complete recorded performances of Gilbert and Sullivan operas. Besides the three regular companies the Teachers Training College presented several performances of *Everyman*.

The drama of modern China is similar in form to the western idea of a play with its parts entirely spoken. Local writers contributed during 1954 to the regular weekly broadcasts of Chinese plays. The classical Chinese drama on the other hand combines many arts in one. All such plays are accompanied by music and include singing; many include dance movements and remarkable acrobatic renderings of battle scenes so that it is difficult to treat separately of the musical and dramatic in their case. The Chinese music clubs of Singapore are thus in most cases dramatic associations also. They celebrate their anniversaries by putting on theatrical performances, either in theatres or in open spaces in the city, and always draw large crowds. Most

of the plays are drawn from Chinese history. Likewise drawn from Chinese history are the daily productions of the dozen or so professional companies each with 50 to 100 permanent employees. According to the gravity of the theme the performances, commonly known as *wayangs*, may be likened to the opera or to the pantomime. The companies give their plays in the different Chinese dialects of Singapore though the largest number are in Teochew and have librettists permanently engaged on writing dialogues and songs from the wealth of traditional situations. Performances are given in theatres and amusement parks but many companies tour the villages of Singapore and nearby countries playing in each place for two days at a time at local rustic festivals. The Chinese theatre which is traditionally devoid of curtains and scenery is undergoing considerable change in Singapore as a result of contact and competition with western drama and the cinema. Most productions are now elaborately staged. Traditional gestures and properties still remain.

Very much cheaper than live *wayangs* are the frequent Chinese puppet shows. For these the parts are spoken in two main dialects. Hockchew puppets are operated by the suspension system while Hokkien puppets are worn on the hand. Of the two, the Hokkien puppet show is the more lively and requires more skill. In the Hockchew puppet show the operator, or string-puller, assumes the speaking roles while his counterpart in the Hokkien show relies for voice and effects on three or four musicians back-stage. In the latter case the manipulators and the musicians have to achieve near perfection in teamwork, especially when it comes to *ad lib* lines which the audience enjoys so much. As in live *wayangs*, stories are based on Chinese history stretching over the dynasties when emperors thrived or on ancient customs and beliefs accentuating the virtues upheld in bygone China. With the aid of the microphone and amplifier which are now practically standard equipment for all open air *wayangs* and puppets larger audiences are able to share in the enjoyment of these free shows at street corners and village clearings.

In addition to the theatre the Indian community supplies its dance. Two able exponents of this most rigorously formal art practised in Singapore in 1954 and the Indian Fine Arts Society produced two performances by a guest artist from India. In Singapore the Indian dance has a growing appeal far outside the Indian community. The same society produced a modern Indian play. An innovation in 1954 was the broadcast production of a Chinese play translated into Tamil amongst the regular twice weekly Indian plays of Radio Malaya.

The subject of dramatic art cannot be left without reference to the cinema. Films are imported in a wide variety of languages but apart

record library. The latter, being well-stocked with good classical music, drama and poetry-readings by well-known authors, has a big turnover, while the Council's new - available to the public covers a large part of the field of fiction.

DRAMA

Since very few, if any, professional companies realise the potential demand for plays in the English language - by amateurs working under unusual cultural difficulties - by a public taste which requires considerable stimulation.

Three main companies produce at the Victoria Theatre and they have a mutual agreement whereby the Victoria Arts Theatre present plays in alternation, with productions from the Island Players. The Colony's oldest organization, the Stage Club, continued in 1954 its entertainment mainly in the shape of comedies, thrillers, with occasional straight plays. The items which had a recent success in London or are otherwise popular were produced in 1954. The Singapore Arts Club made major productions in 1954. This company's policy is of a high critical standard, including the English language. Always been rewarded with the public response. The Island Players, formed late in 1952, had a successful production one of which was taken on tour to Malaya.

Broadcast plays in English have become a feature of Radio Malaya. Half of those broadcast in 1954 were by Singapore and the remainder were B.B.C. recordings by a local writer. For the first time in the Far East, the club obtained to broadcast complete recorded performances of Sullivan operas. Besides the three regular companies, the Training College presented several performances.

The drama of modern China is similar in form to that of a play with its parts entirely spoken. Last year, during 1954 to the regular weekly broadcasts of classical Chinese drama on the other hand continued. All such plays are accompanied by music and dance. They include dance movements and remarkable battle scenes so that it is difficult to treat them as purely dramatic and dramatic in their case. The Chinese music is thus in most cases dramatic associations and anniversaries by putting on theatrical performances in open spaces in the city, and always

with visiting artists sponsored by the Government. The organizers of this group of musicians in the front line of the movement are the energy has been largely devoted to the interest.

In 1954 continued to perform well-known works of the two public performances and private concerts of chamber music. The fact that this group's presentations have been well received.

Radio Malaya Orchestra. This orchestra gave a more serious kind than the addition local musicians gave.

of nearly all Government and which forms the basis of the further studies. There is thus now play an important part in school-age instrumentalists are long been sufficiently strong to under the Colony's Master of Music at the Victoria Memorial Hall. The healthy state of affairs in the radio Malaya does much to assist musicians to find an audience.

ARTS

More is brought out by a traditional writing and calligraphy are again. The latter is invariably and the schools. There is thus a large number of artists may find their patronage of the local environment in their treat it with western techniques. by the Chinese Chamber of Commerce of calligraphy and of modern exhibitions of painting.

from the Malay film industry, which caters also for Indonesian audiences, and a new venture in the Hokkien dialect no entertainment films are made locally. The great majority of films are sub-titled in locally spoken languages with the result that audiences are frequently very mixed. For the large number of people who never leave the small island of Singapore the cinema replaces travel and provides a wide ranging geography lesson. There are, as in other countries, the usual effects on the young of those lessons from the cinema which were better left untaught. There are two film societies, one of them formed in 1954.

MUSIC

Though Chinese music comes largely from the theatre and recordings of theatrical music are broadcast at all times of day the more modern taste is for the westernized lyric. In this the piano, the violin and the saxophone take the place of the Chinese fiddle, flute and drum. The singers are popular figures of the weekly press and new tunes attractive to western ears but with a Chinese flavour are continually being made. To cater for the scholarly rather than the popular taste there are a large number of musical societies. Here a wider range of instruments is used and the music follows more exactly the ancient scales and purer forms which have grown up as a specialized art outside the theatre.

Malay music has largely grown up round the traditional dance, the *joget*, with a strong eastern flavour. It is in the hands of several professional troupes and undergoes continuous change in its contact with the musical ideas of other countries. Amateurs band themselves into *kronchong* parties which, with modern instruments, work up unmistakably Malay themes with a strong western influence. For ceremonious occasions a number of *hadrah* troupes are available to perform on instruments of Arabic origin. As a new departure there is film music which reaches very wide audiences and continues to improve in the hands of the local film industry. A successful new broadcast programme in 1954 was the presentation of Malay music, old and new, by the Radio Malaya Orchestra.

Indian music is almost entirely domestic so far as live performance is concerned. Radio Malaya includes popular modern Indian music in its programmes and a wide range of gramophone recordings are available.

The growing taste for western music is satisfied by radio programmes and gramophone recordings and it is frequently stimulated by visiting celebrities and the activities of local amateur groups of all races. The Singapore Musical Society had its most successful year

in 1954 not only with its own orchestra but with visiting artists sponsored by it. No less than twenty public concerts were presented and nine performances were given for students. The organizers of this society have been quick to exploit the talent of musicians in the front international rank who pass through Singapore on their journeys between Australia and the West; their tireless energy has been largely responsible for the establishment of public interest.

The Singapore Chamber Ensemble formed in 1954 continued to introduce Singapore audiences to the less well-known works of the West in four choral orchestral concerts and two public performances by visiting artists as well as in four private concerts of chamber music. It is gratifying that despite the fact that this group's programmes have not been 'popular' its presentations have been well attended and its membership has trebled.

Many of the public concerts were broadcast by Radio Malaya which maintains its own professional orchestra. This orchestra gave programmes three times a week of a rather less serious kind than the concerts of the amateur bodies. In addition local musicians gave frequent broadcast recitals.

Music teaching is on the time-table of nearly all Government and Government-aided schools. Class singing which forms the basis of the work serves to create an interest for further studies. There is thus good scope for private 'studios' which now play an important part in spreading the love of music. Most school-age instrumentalists are trained by private teachers and have long been sufficiently strong to form a Junior Symphony Orchestra under the Colony's Master of Music. It gave one public performance at the Victoria Memorial Hall in 1954. There is no doubt about the healthy state of affairs in the musical growth of the young which Radio Malaya does much to foster by giving opportunities for young musicians to find an audience.

VISUAL ARTS

The cosmopolitan nature of Singapore is brought out by a continual interchange in artistic values. Painting and calligraphy are highly esteemed arts amongst the Chinese. The latter is invariably and the former is usually taught in Chinese schools. There is thus a large appreciative public amongst whom artists may find their patrons. Younger artists are making more use of the local environment in their landscape work and are tending to treat it with western techniques. Frequent exhibitions are mounted by the Chinese Chamber of Commerce which in 1954 held exhibitions of calligraphy and of microscopic carvings in addition to six exhibitions of painting.

The principal sponsor of western art is the Singapore Art Society which held two exhibitions by local artists in 1954 in the British Council Hall and the thirteenth annual inter-school art exhibition. In addition it arranged exhibitions of reproductions both western and eastern and in association with the Malayan Institute of Architects sponsored a well attended exhibition of architecture in Singapore.

During 1954 more than forty photographers from Malaya submitted works to international exhibitions, including the Singapore Art Society's annual exhibition. In all about 540 prints were accepted, and local works appeared in 51 international salons in different parts of the world. Among these were the leading exhibitions in Australia, India, the United Kingdom and the U.S.A. The Singapore Camera Club continued to hold its annual exhibition by Malayan photographers and its quarterly exhibitions of members' work. It enjoys the most up-to-date studio and darkroom facilities.

CHAPTER XX

Sport

THE SPORTING calendar in Singapore begins on New Year's Day in the harbour with the annual sea sports, now over a century old. The events are mainly for small boats and provide a traditional attraction for large holiday crowds on the waterfront and in innumerable harbour craft. Some of the more serious sporting activities of the people of this maritime Colony are also aquatic as shown by the success of the Singapore team in winning the waterpolo championship at the Second Asian Games in May, 1954. The contingent sent to this important sporting event in Manila included twenty-eight swimmers, boxers, weightlifters and other athletes and on its return to Singapore brought back nineteen medals. It was placed fifth out of the eighteen participating countries. Another athletic achievement was the retention of the Malayan team title for the sixth year in succession by a Singapore team in the annual Malayan Amateur Athletic Association championships.

Hockey came into prominence with the visit of a team from India, the world champions. They played a series of games in November and though Singapore was outclassed a great amount of interest and enthusiasm was developed. It has been possible to lay plans to send a hockey team to the next World Olympics in Melbourne.

As in former years the large number of servicemen contributed greatly to sport. This was particularly so with the 1st Battalion of the Fiji Infantry Regiment which has built up for itself a great reputation for rugby football since its arrival in Malaya. Services sides are also prominent in association football now rapidly catching up with badminton as the Colony's favourite sport. No less than six teams visited Singapore in 1954 from other countries, two of them from Europe, and Singapore teams went on several far-eastern tours. The City Council stadium at Jalan Besar was fitted with flood lighting and football matches in the cool of the evening have since become a regular event.

Almost all kinds of sport are to be found in the Colony and, as the above notes show, an international standard has been achieved in some of them. Badminton, basketball and table tennis, all of international standard, are particularly popular as they can be played in the small spaces available in a crowded city. Large playing fields are mainly attached to schools and care has been taken to provide them in post-war school building programmes. Further open spaces for recreation are included in town planning for the future.

CHAPTER XXI

Physical Features and Natural History

LANDSCAPE AND CLIMATE

THE COLONY of Singapore consists of Singapore Island itself and a number of adjacent islets, together with Christmas Island and the Cocos-Keeling Islands in the Indian Ocean.

SINGAPORE ISLAND

Singapore Island is situated off the southern extremity of the Malay Peninsula to which it is joined by a causeway carrying a road and railway. The straits between the island and mainland are about three-quarters of a mile wide. The island is some 26 miles from east to west and 14 miles from north to south and about 224.5 square miles in area, including the adjacent islets. The City of Singapore is situated on the southern side of the island, in latitude 1°17' North and longitude 103°50' East. It is shown in the map at the end of this book.

Three structural units, each with a distinct surface expression, combine to form the Island of Singapore. In the centre and north coarse-textured, granite-like rocks give rise to low, rounded undulations averaging about 200 feet in height, while a range of hills, including Bukit Timah (581 feet), Bukit Gombak (437 feet), Bukit Panjang (434 feet) and Bukit Mandai (422 feet), forms a raised western rim to this rolling countryside. In the west and south of the island shales and sandstones form a succession of scarps and vales; the eastern third is occupied by a platform of poorly consolidated sands and gravels, with its surface at about 100 feet. All three of these structures are frequently masked by sands and clays laid down by the present-day river system, while round the coast there are also deposits of mangrove mud and coral

rock. The island's river system has been considerably modified by artificial means. The headwaters of three of the main rivers, the Kallang, Whampoa and Seletar have been impounded to form reservoirs, while in most closely built-up areas streams have been confined within concrete-lined channels. In other places subterranean pipes have been laid down to relieve flooding, or lateral channels have been cut at the edge of floodplains to draw off storm-water from valley centres.

Owing to its proximity to the Equator the island's climate is characterized by uniform temperature, high humidity and copious rainfall. Although the days are hot and, on account of the high humidity, somewhat oppressive, the nights are usually cool enough for refreshing sleep. The average maximum temperature for the whole year is 87°F., the average minimum 74°F., and in 1954 the highest temperature recorded was 93°F., and the lowest 70°F. The seasonal movement of tropical air masses to and fro across the Equator causes a twice-yearly reversal of the prevailing wind directions, so that winds tend to be southerly from May to October and northerly from November to April, the so-called south-west and north-east monsoons. There are no well-marked dry and wet seasons and rain falls throughout the year. December is usually the wettest month with a little over 10 inches while February, May, June, July and September are normally drier months with between 6½ and 7 inches each. The December of 1954 was the wettest since 1869 with a recorded rainfall of 26.81 inches accompanied by serious floods. In June also there was the abnormally high rainfall of 14.91 inches. May and July each with a rainfall of 2.89 inches were the driest months. The average annual rainfall is about 95 inches but the total for 1954 recorded at the Meteorological Station at Kallang Airport was 120.05 inches. Rain falls on an average one day in two.

Early records make it clear that the soils of the island were originally red earths and laterites, but erosion consequent upon forest clearance has resulted in the washing away of the surface layers of the soil. Elsewhere agricultural and drainage operations have completely altered the character of the soils. In fact most of those under cultivation are a creation of the last century and a half.

The natural covering of forest and marsh which clothed the island almost in its entirety when the British arrived has long since disappeared, very largely as a result of the shifting cultivation practised by Chinese gambier and pepper planters in the nineteenth century. Today remnants of the original vegetation survive only on Bukit Timah and possibly in some of the more remote mangrove

swamps. Over the rest of the island the natural vegetation has been replaced by buildings and by cultivation, except for the 8,000 acres of the water catchment area which is under unproductive secondary forest, or *belukar*.

More than half the island is in some form of cultivation. By area plantation crops are the most important, notably rubber, and coconuts, which together occupy about seven-tenths of the total cultivated area. The largest continuous tracts of rubber are on the granite in the centre of the island, but there is also a fair sprinkling of plantations in both the eastern and western regions. Coconuts occupy something over a fifth of the cultivated area, mainly on the loose, well-aerated soils of the eastern platform. Many of the palms in the coastal belt from Siglap to Changi are the direct descendants of those plantations established by agricultural pioneers in the middle of the last century. Small-holder agriculture on the island is of two types. On the one hand there are widely scattered holdings of mixed cultivation, and the farm-house of vertical wooden boards on a thin cement foundation roofed with attap and set amid tapioca, pineapples, bananas, tobacco, pepper, coconuts, fruits and vegetables, is one of the characteristic features in the landscape of rural Singapore. On the other hand there is the highly specialized production of leafy vegetables, mostly in low-lying areas peripheral to the City of Singapore, and particularly in the middle Kallang valley. This is as intensive an example of commercialized agriculture as any in the world. Farms average six-tenths of an acre, and the agricultural population in parts reaches the astounding figure of 7,000 per square mile. To the eye the landscape here is a mosaic of rectangular, cambered vegetable beds bordered by access paths with attap houses, small ponds and clumps of fruit trees dotted throughout at irregular intervals.

Villages on the island are of a fairly uniform pattern. Most are elongated settlements, with a few Chinese shops fronting on to a main road and the rest of the houses scattered irregularly among mixed gardens. Coastal settlements are usually Malay fishing villages. The only region wholly devoid of habitation is the water catchment area.

More than three-quarters of the total population of the island live within the municipal area of Singapore City, where the urban landscape, including the predominantly rectangular street-plan, owes much to the foresight of Sir Stamford Raffles' *Town Committee* in the early eighteen-twenties and to the practical genius of G. D. Coleman in the eighteen-thirties. The sharply defined

racial and economic groupings which originated with that *Committee* still persist despite a strong tendency towards occupational specialization. The Big Town, as the Chinese call their quarter to the south of the Singapore River, and the Little Town to the north of the river, form the core of the city, and except for large offices and business houses immediately south of the river, comprise narrow streets bordered by shop-houses. Beyond the Kallang River are the residential suburbs of Geylang and Siglap. Here too the streets are laid out rectangularly but the housing unit is the garden bungalow inhabited typically by a Eurasian or a Chinese family. The chief European residential suburb is that of Tanglin to the north-west of the town where the failure of spice plantations in the fifties and sixties of last century left a large area of dissected countryside available for housing. In recent years there has been a considerable extension of ribbon development along all the main roads leading out of the town, while there are several groups of temporary board-and-attap dwellings on the outskirts of the built-up area. The Naval Base on the north coast, and the Army and Royal Air Force installations at Tengah, Seletar and Changi, are largely self-contained settlements, almost garden-cities, and are to a great extent insulated from the economic and social life of the island.

All transport services focus on Singapore City, whence radiates a fan of main roads. These are linked by cross-ties of secondary roads, and, except in the water catchment area and the extreme west of the island, the interstices are penetrated by dirt jeep-tracks and bridle paths. The Malayan Railway crosses the island from Singapore City to Woodlands, where it is linked by means of the causeway over the Johore Strait with the Federation system. To the west of the city there are two miles of wharves with a low-water draught of more than 33 feet, while to the east the civil airport has been built on land reclaimed from the Kallang estuary.

ADJACENT ISLETS

The forty odd nearby islets present an appearance more or less approximating to what Singapore Island must have looked like in the past. The islands of Tekong and Ubin are cultivated in small-holdings though less intensively than Singapore Island. Most of the islets to the south are sparsely populated with Malays though little if any of the original vegetation remains. On the other hand the industrialized islands known as Pulau Brani, Pulau Bukom and Pulau Blakang Mati are thickly populated and urbanized. All the islets to the south are surrounded by reefs and the waters between have numerous shoals.

CHRISTMAS ISLAND AND THE COCOS-KEELING ISLANDS

Christmas Island is situated in the eastern part of the Indian Ocean, about 190 miles south of Java Head and 530 miles east of the Cocos-Keeling Islands (approx. $10^{\circ}30'$ S. and $150^{\circ}40'$ E.). Its area is only 64 square miles and it is composed entirely of coral limestone. Its only economic importance is as a source of mixed phosphates.

The Cocos-Keeling Islands lie about 600 miles south-west of Java Head and 530 miles from Christmas Island (approx. $11^{\circ}80'$ S. and $90^{\circ}50'$ E.). The group consists of an atoll of about twenty-five islets surrounding a lagoon, together with the single, isolated island of North Keeling some 15 miles further north. Only three of these islets have settlements of any importance, Home Island with its predominantly Malay village, Direction Island with a cable relay-station and West Island on which there is an airstrip used as a link in the air route across the Indian Ocean from Australia to South Africa. The only commercial product of the group is copra.

TOPOGRAPHICAL SURVEY

The Surveyor General, Malaya, is responsible for the topographical survey of the Colony. The most recent map of Singapore is the 1953 provisional edition in twelve sheets on a scale of 1/25,000. Copies may be obtained from the Chief Surveyor, Singapore. The one inch map at the end of this book is a recent reprint of one originally compiled from data supplied by the Survey Department. During 1954 the department produced a map of Singapore City on a scale of eight chains to an inch, a folding gazetteer map of part of the City on a scale of ten chains to an inch and a street directory and guide of the whole island in book form.

FAUNA

Initially the fauna of Singapore Island must have been very similar to that of the wooded lowlands of southern Malaya, but the development of the last hundred years has impoverished it considerably. Some of the mangrove remains, but the sandy stretches of the coast are no longer free and undisturbed. In the interior the original forest has been destroyed almost completely.

In general the birds and mammals now living wild on the island are restricted to the hardier and less retiring of the denizens of scrub woodland, small grassy areas and the forest edge. Less than

a hundred years ago, at the time of A. R. Wallace's visits between 1854 and 1862, 'there were always a few tigers roaming about Singapore and they killed, on an average, a man every day'. The last authentic record of a local tiger was of a beast shot in 1924. The sambar probably disappeared at about the same time, and the little barking deer during the recent war; the banded leaf-monkey, the pig-tailed macaque or *berok* and the wild pig, all of which were certainly present until after the turn of the century, have probably died out in the last 20-30 years. There are always a few wild pigs in the broken country on the west of the island, and probably some in the water catchment area, but these are almost certainly animals that have escaped from domestication or, in the case of the former locality, crossed the Johore Strait. There are still true wild pig and the *berok* on some of the small islets south of Singapore, and it is known that the pig swim from island to island.

Less than fifty mammals are still known to be present on the island in a wild state, and even these consist largely of rats (six species), squirrels (seven species) and bats (about twenty-four species). The latter include the so-called flying fox (*Pteropus vampyrus*) a large fruit-eating bat with a wing-span of nearly five feet. In addition there is a tree shrew (*Tupaia glis*) and a house or musk shrew (*Suncus murinus*) both of which are very common in their respective habitats, and a monkey, the longtailed macaque or *Kěra* (*Macaca irus*) which is present wild in the Botanic Gardens in some numbers. This small selection covers all the mammals known to the great majority of the people on the island.

The bird fauna of the island is similarly restricted. About 156 different kinds of bird are almost certainly resident here, while a further 125 species have been recorded as strays or winter visitors.

The common birds are mostly types found in grassland, open orchards and light woodlands on the mainland. The yellowvented bulbul (*Pycnonotus goiavier*), the magpie robin (*Copsychus saularis*), the whitebreasted kingfisher (*Halcyon smyrnensis*), the black-naped oriole (*Oriolus chinensis*), the longtailed tailor-bird (*Orthotomus sutorius*) and the yellowbreasted sunbird (*Leptocoma jugularis*) are plentiful on the island. On the other hand such families as the pheasants, hornbills, trogons and whistling thrushes are completely unrepresented. Human interference, or at least the proximity of settlements, has probably had at least as much to do with their disappearance as the extensive deforestation. Several

woodland birds are known from the nearby island of Ubin and even from the islets to the south though they are no longer present on Singapore Island itself.

About 40 of the 125 non-resident birds occur regularly and in some numbers, either as visitors throughout the northern winter or as passage migrants: some, mostly shore birds, are very plentiful during the period of their stay here. In many respects the numbers of migrants and winter visitors are disappointingly small, both in terms of species and of individuals. It seems that the great movements of birds along the shores of the Malay Peninsula travel past to the east and west of Singapore, and miss the island itself.

Reptiles are well represented. Of the non-marine forms four tortoises, between fifteen and twenty kinds of lizard and over forty kinds of snake are probably still found. The commonest tortoise is the spiny hill tortoise (*Geomyda spinosa*) which is often encountered in the catchment area jungle. The most noticeable of the lizards are the little house geckos or *chichaks*, which amuse newcomers to the tropics by their ability to walk upside down on the ceiling. So far from retreating before civilization these lizards flourish and multiply in houses, whose electric lights attract insects and furnish them with a copious supply of food. In gardens and along roadsides the flying lizard (*Draco volans*) is quite often seen gliding on outstretched membranes from one tree to another and the crested tree-lizard (*Calotes cristatellus*), often miscalled 'chameleon', is not uncommon. Malaya's largest lizard, the common monitor (*Varanus salvator*) is still found in the less densely populated districts, and occasionally raids chicken-runs in the rural areas.

Of the surprisingly large total of snakes, six are venomous but only two of these dangerously so. These are the two cobras, *Naja naja* the black cobra and *Naja hannah* the hamadryad or king cobra. The latter is the largest poisonous snake in the world and in July, 1950 a specimen of 15 feet 7 inches was captured in the catchment area near the Island Golf Club. The black cobra is by no means rare, but extremely few cases of its bite are reported and it can be said with confidence that in Singapore (and indeed throughout Malaya) the hazard of snake-bite need not be taken very seriously. Of the harmless snakes the house snake (*Lycodon aulicus*) is the most frequently encountered and the beautiful black, green-spotted paradise tree-snake (*Chrysopelea paradisi*) is also very common. Pythons (*Python reticulatus*) are quite often captured but are usually not of any great size.

Frogs and toads are present in some variety. The common asiatic toad (*Bufo melanostictus*) is abundant and furnishes students of biology at the University with an introduction to the technique of dissection. The authors of the bellowing chorus that arises from swampy places in rainy weather are the so-called bullfrogs (*Caloula pulchra*). This species is said not to be native to Singapore but to have been introduced shortly before the beginning of the present century.

A considerable fauna of fresh water fish inhabits the island's ponds and streams, and especially the catchment area reservoirs. Many of them, by reason of their beauty and diminutive size, are favourites of aquarium keepers. Others are of interest from their peculiar habits; among these the celebrated climbing perch (*Anabas testudineus*) is worthy of mention. This fish possesses an accessory air-breathing organ which enables it to live for quite long periods out of the water provided it can keep its body and gill-chambers moist. In rainy weather climbing perches will deliberately leave the water and make their way across country in search of new dwelling places; in this way newly made ponds soon become colonized by them. One small fish, *Rasborchthys altior*, is quite common in the waters of the catchment area but has never been taken in any locality outside Singapore Island.

Of the terrestrial invertebrate animals little can be said beyond the fact that they are extremely numerous and varied. This is particularly true of the insects, and the catchment area jungle affords a rich hunting ground for the casual butterfly collector and the serious entomologist alike. A few of the invertebrates are noxious. The sting of the large scorpion (*Heterometrus*) and the poisonous bite of the big centipede (*Scolopendra*) are painful and severe but not to be regarded as dangerous. The giant snail (*Achatina fulica*) is a native of Africa but must now be accepted as a conspicuous, albeit unwelcome, member of the Malayan fauna. Introduced probably *via* Mauritius and Ceylon, it first made its appearance in Malaya about 1911. It is now a widely spread pest of gardeners and vegetable growers throughout South-East Asia and has even reached some of the islands of the tropical Pacific.

In conclusion mention must be made of the rich fauna found around the island's coasts. Fish, molluscs, crustaceans and many other animals occur in great variety, particularly as a number of distinct littoral environments are represented. These include gently shelving sandy and muddy shores and extensive mangrove swamps.

FLORA AND HORTICULTURE

The few remaining remnants of the original vegetation of Singapore island are now set aside as Nature Reserves. These are administered by a statutory Board of Management established in 1951. Settlement and tree-felling are prohibited. Thus on Bukit Timah there is a patch of typical lowland forest; in the adjoining water catchment areas there are fresh water swamp forest and peat swamp forest; and on the west and north coasts of the island areas of mangrove forest. These are in no way different from the large areas of such forest in the Malay Peninsula, forest which is typical of a humid tropical climate in which seasonal changes are slight. Except in the mangroves, where, because of the peculiar environment, there are comparatively few kinds of plants, the number of species in lowland forest is very high. There are no gregarious forests as in temperate climates but instead a bewildering complexity with as many as one hundred species of tree of commercial timber size in a single acre. Trees are the dominant feature and green the dominant colour. The forest is evergreen, although composed almost entirely of broad-leaved trees with very few conifers, and is never bare of leaves. Those trees that are deciduous shed their leaves and acquire a new set rapidly, never standing leafless for more than a few days. As seasonal changes are so slight there are no bursts of flower as in the spring of temperate climates. Very little flower is to be seen at any time, especially on the forest floor, which is covered with tree seedlings, shrubs and ferns. An interesting feature of this type of forest is the abundance of epiphytic plants, mostly orchids and ferns, which perch on the branches of trees and have no connection with the ground. As grasses and sedges are mostly plants of the open there are few to be found in forest, but there are many to be seen in the more open parts of the island.

Although the greater part of the native forest has been destroyed, Singapore is still a land of trees, which are planted in every garden and along all roads. Here and there are expanses of low scrubby growth of lalang grass, where the soil has been exhausted and eroded, but even here plants of interest, such as the Pitcher plants, may be found. Outside the urban areas, wherever the soil is suitable rubber, coconuts, fruit trees and vegetables are cultivated. The opening up of large areas and the destruction of the natural vegetation which has, of course, gone on for many years, has allowed alien plants which could not possibly invade forest to

become established. Many of these are now so common and so familiar a feature of the vegetation that it is hard to believe that they are not native.

The study of the Malayan flora is undertaken by the scientific staff of the Botanic Gardens where cultivated rubber was first exhibited to the public in 1891 by H. N. Ridley. There is a large herbarium of Malayan plants built up over many years and constantly being added to, either by collections made by the staff themselves or by material acquired in exchange from other botanical institutions in the Federation of Malaya or overseas. The main preoccupation is the preparation of a revised flora of Malaya. So much new material and new knowledge has accumulated since the publication of Ridley's *Flora of the Malay Peninsula* in 1922-25 that that work is now out of date and a new flora is urgently required. The first volume of the new flora appeared in 1953 entitled *Orchids of Malaya* by Professor R. E. Holttum. In Ridley's *Flora* the orchids were described in less than 230 pages. The present volume has over 700 pages and describes nearly 800 native species. It deals also with many cultivated kinds and hybrids. Technical papers dealing with the flora and related subjects are published in the *Gardens' Bulletin, Singapore*. The publication of revisions of groups of plants in the *Gardens' Bulletin* is a necessary preliminary to the preparation of the revised flora, as such revisions are cast in a more detailed and more technical form than that suitable for a flora which must be designed to be intelligible to the layman and the amateur as well as to the professional.

In recent revisions, and in those at present being undertaken, the great amount of material collected in the past thirty years or so by the Gardens and by the Forest Department of the Federation of Malaya reveals large numbers of undescribed species and species of neighbouring regions not yet recorded from Malaya. The great richness of the Malayan flora is emphasized by the fact that undescribed species are still being found in the small patches of forest at Bukit Timah and in the Botanic Gardens.

The Botanic Gardens is not only a centre for research on the Malayan flora. It is also a horticultural research centre and a popular public park. The cultivation of native plants is studied and each year many plants which may be of horticultural or economic interest are introduced for trial from other tropical regions of the world. The problem is to discover under what conditions these exotic plants may best be grown and how they may be propagated. One great difficulty in the climate of Singapore is to

provide sufficient colour in the garden. Different methods from those employed in temperate or dry climates must be employed. The general solution is to use flowering shrubs; those that flower continuously or at very short intervals are obviously the most rewarding. Nearly all such garden plants originate from countries other than Malaya, which has little to offer in the way of easily grown plants suitable for local gardens. It is therefore an essential function of the Botanic Gardens to introduce and display as many garden plants as possible so that people can see what is available and what will suit their own gardens. One such successful introduction has been the New Guinea climber (*Mucuna Bennettii*) which several times a year makes a spectacular show of trusses of flame-coloured flowers.

Apart from purely decorative plants the Botanic Gardens maintains collections of native and exotic plants of interest to the student and the botanist. It is manifestly impossible to show, in a limited area, anything more than a small sample of the native flora and of related plants from other countries, but even so the number of species of trees, palms, shrubs and other woody plants on the lawns and in the jungle area is enormous. Individual collections of bamboos, native Malayan ferns and native Malayan orchids, for example, are maintained and added to as opportunity serves. Many people are interested in the curious fleshy plants, usually called succulents, which grow in the more arid parts of the world. Some of the larger kinds, belonging to the Cactus family, and a few others, will grow quite well out of doors in Malaya provided that they are planted in a very well drained situation, but the smaller kinds must be sheltered from rain and given special treatment.

The programme of breeding orchid hybrids, begun many years ago, is being actively pursued. The aim of this work is two-fold, to produce new hybrids of horticultural merit and commercial worth, and to investigate relationships between various groups of orchids. Experiments in improving the culture medium and accelerating the growth of the seedlings in the first stages in flasks, in manuring young seedlings, and in the cultivation of the mature plant have been carried on during the year with satisfactory results. New crosses are continually being made, both in the Gardens and by local growers, some of whom have mastered the technique of raising seedlings in flasks under sterile conditions. One group of Singapore hybrids called Aranda, which are crosses between *Arachnis* and *Vanda*, has proved almost entirely sterile both when selfed or when crossed with other related species or hybrids. This makes it impossible

to breed improved Arandas. However, persistent attempts have resulted in fertile seed from a few crosses involving Aranda and other groups, which it is hoped may provide a starting point for new strains.

Orchids grown in Singapore were exhibited for the first time at the Chelsea Flower Show of the Royal Horticultural Society in May 1954. Two of the hybrids were awarded first class certificates, which is an outstanding achievement, considering that only three first class certificates were awarded in the entire show. The third went to a carnation. The orchids awarded the first class certificates were *Vanda Tan Chay Yan* and *Vandanthe Rothschildiana*. The latter species was particularly admired by the Queen Mother. *Vanda Tan Chay Yan*, which is illustrated on another page, is considered to be one of the best Vanda hybrids produced anywhere in the world.

The increasing interest in and popularity of hybrid orchids is also reflected in the competitive and other entries at the annual Flower Show sponsored by the Singapore Gardening Society. Each year more plants of higher quality are displayed by amateur and professional growers alike, who have reason to be proud of the high standards they have attained.



The pictures on this page are of tropical hybrid orchids grown in Singapore. It is common for amateurs to effect their own crosses and in many cases to hand over the seeds they produce to the Botanic Gardens for germination.

The top picture is of *Vanda Tan Chay Yan* (*Vanda Josephine van Brero* × *Vanda dearei*) which was awarded a First Class Certificate at the Royal Horticultural Society's show at Chelsea in 1954.

The middle picture shows *Vanda Prolific* (*Vanda Nam Kee* × *Vanda Singapore*), a very free flowering hybrid. It first flowered in September in 1949, two and a half years after the seed was sown—four years is an average for Singapore hybrids.



G. H. Addison



The bottom picture is of *Vanda Kapoho* (*Vanda lamellata* var *boxallii* × *Vanda tricolor*) raised simultaneously in Singapore and Hawaii. It is a free flowering hybrid with an attractive scent. Orchids have been raised in Singapore since 1928 and are a regular feature of the Singapore Annual Flower Show.

CHAPTER XXII

History of Singapore

IN 1819, at the beginning of the year, six ships of the Honourable East India Company lay off an island in the Straits of Malacca. From these on 28th January a small boat put off carrying two white men and a sepoy guard. One of them, though not yet 38, had already made his mark in the world. He had saved Malacca from destruction, he had suggested the conquest of Java and ruled that island as Lieutenant-Governor for five years, he had been censured by the Company and knighted by the Prince Regent; he was now Lieutenant-Governor of the moribund settlement of Bencoolen in Sumatra and commissioned, at his own suggestion, by the Governor-General of India to establish a trading station in Riau or Johore. His name was Thomas Stamford Raffles.

The boat nosed its way up a mangrove-lined creek till it reached a clearing where stood some fifty attap huts and a somewhat larger house, the residence of the Temenggong, the Malay governor of the island. The Temenggong met the white men as they landed, with gifts of fruit: through the hot mid-day hours they talked in the cool dimness of the chief's verandah: and when Raffles put back to his fleet the foundation of the Colony of Singapore had been laid.

The Temenggong would treat but was nominally a subordinate, and Raffles sent for Tengku Husein, Sultan *de jure* of Johore-Lingga, though supplanted with Dutch connivance by his younger brother. Husein, too, would treat and on 6th February the Sultan and Temenggong agreed to the building of a British factory on Singapore Island and equally to exclude from their territories all other powers. Raffles' 'political child' was born.

Henceforward, Raffles was to refer to 'my city of Singapore'. He was richly entitled to do so. It had been his researches which had informed him of the forgotten past of the island, of the

prosperous commercial centre which had flourished there under the name of Singapura, the 'Lion City', in the thirteenth and fourteenth centuries, and had been destroyed by the Javanese in or before 1377. It was his imaginative power which had revealed to him the immense strategic and commercial value of its position commanding the southern entrance to the Straits and on the most direct route to the Far East.

It was his strong commonsense which told him that men commonly dislike restrictions, especially in trade, and led him to enunciate that economic principle of the 'free port' upon which the foundations of Singapore's prosperity were laid. It was his self-confidence and audacity which prompted him to an action which he knew must provoke general and bitter opposition. Nor was he mistaken. The Dutch protested forcibly against the interloper. Colonel Bannerman, the Governor of Penang, timorous and jealous, foresaw the blackest disaster. The East India Company directors in Leadenhall Street were apprehensive, and stated their objections to the Governor-General, Lord Hastings. He had no liking for the situation, but since the thing was done it had better remain so, and he had no use whatever for the threats or claims of the Dutch.

So no decision was taken and meanwhile, though Raffles himself was struggling with derelict Bencoolen, his off-spring began to speak for itself, and with authority. No more than 150 when Raffles landed, the population rose to over 10,000 by 1824. Trade, hitherto non-existent, by 1820 far excelled that of Malacca. In 1822 the value of imports and exports was \$8,568,151; in 1823 it had jumped to \$13,268,397. Patently this infant prodigy was an asset which could not be surrendered.

Nor was it. By the Treaty of London, 17th March, 1824, Holland withdrew its objections to the occupation of Singapore and ceded Malacca, while Britain gave up Bencoolen and all the Company's possessions in Sumatra. At the same time British sovereignty in Singapore was placed on a sound juridical basis by a treaty with the Sultan and Temenggong on 2nd August, 1824 which ceded to the East India Company the Island of Singapore in full sovereignty and property.

Meanwhile, in 1822-3, Raffles had paid his last visit to Singapore and, working with his usual titanic energy, had endowed it with a magistracy, a code of laws and a police force, trading regulations and a town-planning scheme, and, as he hoped, an institution which would make Singapore the intellectual as well as the commercial entrepôt of South-East Asia. In 1824 he returned to England where he died in 1826, not yet 45.

In the succeeding years the phenomenal progress of his creation showed no sign of diminution. The trade figures were £2,610,440 in 1825, £13,252,175 in 1864. The population which at the first census in 1824 numbered 10,683, had risen by 1860 to 81,734 of all nationalities, but with a significant majority (over 50,000) of Chinese. Singapore had completely overshadowed its sister settlements of Malacca and Penang, with which it had been incorporated in 1826 as the Straits Settlements, and it was natural that the seat of government should be transferred from Penang to Singapore in 1832. Singapore was doing well but, thought its inhabitants, could do better: and the drag on its further progress was the fact that it was an outlying possession of a distant government in India, which did not consult local interests.

The Straits Settlements had been put under the Presidency of Bengal in 1830 and transferred to the direct control of the Governor-General in 1851. It was all one to Singapore: it disliked in increasing measure government from India and in the fifties its discontent became vociferous. It complained in general that the supreme government sacrificed the interests of the Straits Settlements to those of India: in particular that it interfered with the currency to the detriment of trade, that it sought continuously to infringe the sacred principle of the 'free port' by revenue-producing devices, and above all that by its policy of strict non-intervention with the Malay States of the hinterland, it held back the Singapore merchants from developing a large territory of great potential wealth but now so sunk in irremediable anarchy as to render regular trade impossibly hazardous.

The Government of India, for its part, was quite willing to let its wayward dependencies depart in peace. Prosperous the Straits might be, but so low was the taxation that they were actually a burden on the Indian Government. Moreover since the abolition of the Company's monopoly of the China trade in 1834 India was no longer interested in the Straits; it was difficult to find suitable officials for the territory and protection in war was impossible. By all means, therefore, transfer the Straits Settlements to the Colonial Office. So reasoned the Viceroy, Lord Canning, in 1859, and in 1860 the transfer was agreed in principle. To settle the details was another matter. In addition to the parties to the transfer, the War Office and the Treasury were involved, and it was not until 10th August, 1866, that an act was passed to transfer the control of the Straits Settlements from the Indian Government to the Colonial Office. On 1st April, 1867, the transfer was formally effected and the Straits Settlements became a Crown Colony.

The proximate result was the dropping of the policy of non-intervention and the inauguration of a policy of protection and guidance in the native states of the peninsula which in a few decades converted an unhealthy, sparsely-populated and anarchic country into the most prosperous and best developed of all Britain's tropical dependencies. In this development Singapore played a primary part and in the resultant prosperity she had her share. It was in Singapore that European processes of tin smelting were introduced in 1887 with the result that in 1939 Singapore smelted more tin than England and Holland combined. It was in Singapore and in Perak that *Hevea Brasiliensis* was successfully cultivated in 1877; it was the Director of Singapore's Botanic Gardens, H. N. Ridley, who in 1891, first exhibited cultivated rubber to the public, and though Singapore grew comparatively little rubber itself, it became the chief rubber export centre of the world and in 1918 out of a total trade of \$512,229,753 the value of rubber exported was \$153,455,920. Population followed prosperity in a continuous upward curve: a century after Raffles' landing the population within the municipal limits was estimated at 305,000; in 1931 it was 559,945 of whom 74.9 per cent were Chinese. In mid-1954 the total population of Singapore was estimated at 1,167,682 of whom 76 per cent were Chinese.

With justice could the Singapore Chamber of Commerce refer in 1919 to 'the wondrous growth of the trade of the Port'. In that respect Raffles' expectations had been fulfilled completely. But in two major respects his aspirations remained ungratified.

His strategic eye had not failed to perceive the key position of Singapore or the vital line of trade and communications which runs through the Mediterranean and Indian Ocean to China and the Antipodes. Singapore, he wrote, will become the Malta of the East. But prior to the 1914-18 war little resemblance was apparent. In 1873 indeed Singapore was described as 'defenceless' and though the adjacent islands of Blakang Mati and Pulau Brani were subsequently fortified, the garrison of Singapore in 1914 consisted of no more than the equivalent of two battalions, while from the naval point of view it was no more than a port of call and coaling station.

The emergence of Japan as the third naval power in the world fundamentally altered the strategic situation. Japan had hitherto been an ally, but was known to have wavered in 1918 and to have entertained aspirations which must bring her into conflict with British interests. The protection of the Indian Ocean and of the Antipodes necessitated the presence of a battle-fleet in Eastern waters: a battle-fleet required a naval base with adequate docking

facilities and there existed none such from Malta to Pearl Harbour. So in 1921 the Imperial Conference decided that Singapore should become, as Raffles had foreseen, the Malta of the East. By 1938 a first class naval base had been constructed with graving and floating docks to accommodate the largest capital ships. An air base was established, the garrison multiplied and the peaceful commercial city was transformed into a fortress. But Singapore differs from Malta in one essential particular, in that it has an extensive hinterland from which it is separated only by a narrow strait. Lacking naval and air support the fortress succumbed to a Japanese land attack in February, 1942. For three and a half years Singapore, under the alias of Syonan, remained perforce under Japanese rule. On 5th September, 1945, the forces of South-East Asia Command under Lord Louis (now Earl) Mountbatten, fresh from their great victories over the Japanese in Burma, bloodlessly recovered Singapore, largely intact but shabby and despoiled, and with its people starving.

For almost seven months Singapore remained under the British Military Administration, but civil government was resumed on 1st April, 1946, with Singapore no longer part of the Straits Settlements, but constituted as a separate Colony, together with Christmas Island and the Cocos Islands. Penang and Malacca became part of the new Malayan Union (now the Federation of Malaya), and Labuan became part of North Borneo. It had, however, been clearly stated in a White Paper submitted to Parliament in January 1946 containing the proposals for these constitutional changes that it was 'no part of the policy of His Majesty's Government to preclude or prejudice in any way the fusion of Singapore and the Malayan Union in a wider union at a later date should it be considered that such a course were desirable'.

Singapore's development in democratic government has continued steadily. In March 1948, the first elections for the Legislative Council took place when six members were elected by popular vote and a further three elected by the three Chambers of Commerce. The Council had a majority of unofficial members, including four nominated by the Governor, and was admitted to membership of the Commonwealth Parliamentary Association in 1949. By the time of the elections in March 1951, the number of popularly elected members had been increased from six to nine, and the Council elected one of its unofficial members to be its vice-president. The Constitution was further amended to permit the unofficial members of the Legislative Council to elect two of their number to the Executive Council. At the end of 1953 a Commission was appointed

by the Governor under the chairmanship of Sir George Rendel, K.C.M.G., to undertake a comprehensive review of the constitution of the Colony, including the relationship between the Colony Government and the local government authority. The Commission reported in February 1954, and recommended the establishment of a Legislative Assembly consisting of a Speaker and 32 Members, of whom 25 should be popularly elected, and a Council of Ministers consisting of three *ex officio* Ministers (the Chief Secretary, the Attorney-General and the Financial Secretary) and six Ministers drawn from the Legislative Assembly. The Governor would preside in the Council of Ministers. The Secretary of State for the Colonies agreed generally with the recommendations and by the end of the year measures were well advanced towards putting them into effect.

Democratic development has not been confined to the Legislative and Executive Councils. The first Municipal Elections were held in March 1949, when eighteen out of a total of twenty-seven Municipal Commissioners were elected by popular vote. In September 1951, the title of a City was conferred by Royal Charter and the Municipal Commission became the City Council. In the rural areas, the village committees which came into being in 1946 and 1947 became rural district committees and provided a useful link between the inhabitants and the Rural Board. In 1954 the Constitutional Commission mentioned above recommended the fusion of the City Council and the Rural Board into a single City and Island Council with local government responsibilities throughout the main island of Singapore—the new Council to consist of 24 popularly elected Councillors, 8 Aldermen elected by the Councillors, and a Mayor elected annually by the Aldermen and Councillors together.

This constitutional progress has taken place despite what is known as the Emergency. Early in 1948, the leaders of the Malayan Communist Party decided to switch the main emphasis of their policy from penetration of workers' movements to a campaign of violence, and in April of that year the campaign opened both in Singapore and the Federation of Malaya, with the result that special emergency powers were taken by the Governments of both territories. Many leaders of the Party in Singapore whose main occupation had been the fomenting of industrial disputes in Singapore went to the Federation to join their comrades in the jungle in the campaign of armed terrorism which still continues. The manifestations of this campaign though not as serious or as spectacular in Singapore as in the Federation included cases of murder and arson, and it has needed constant vigilance and the use of the emergency powers to keep the threat in check, and to disorganize the control

centres of the local Communist organization as they regrouped from time to time. Fortunately there are signs that the tide has turned and that we may look forward before too long to the time when the democratic progress of our institutions can proceed without the restrictions inevitably inherent in the organization necessary for the combating of a campaign of terrorism.

'Education', wrote Raffles in 1823, in a minute which should be more famous than Macaulay's, 'must keep pace with commerce in order that its benefits may be ensured and its evil avoided'. He advocated therefore the establishment of a college to educate the higher classes of the native population and to facilitate research into the 'history, condition and resources' of South-East Asia. When he left in 1823 the foundation stone of his institution was laid and a liberal endowment provided. But the conception was too lofty for his successors, the endowment was dissipated, and only in 1837 was the institution put to use as a school. For a century education languished and in 1919 the editor of the *Straits Times* could write of the 'deplorable' condition that existed in this respect.

One very important step had been taken in 1905 when a medical school was established which developed into the King Edward VII College of Medicine. But it was not till 1918 that a committee appointed to make recommendations for the celebration of the centenary of Singapore unanimously reported 'that the most suitable memorial is a scheme which will provide for the advancement of the education of the Colony with a view to laying securely the foundations upon which a university may in course of time be established'. From this report proceeded Raffles College which was opened in 1928 as a centre for higher education of a university standard. The union of Raffles College and the King Edward VII College of Medicine into the University of Malaya came to pass in 1949 and that last and most resplendent of Raffles' visions of Malaya as the cultural centre of South-East Asia was made a reality.

HISTORICAL NOTE ON CHRISTMAS ISLAND

Christmas Island was discovered and named by Captain William Mynors of the *Royal Mary* who sighted it on Christmas Day, 1643, while on a voyage from Java to the Cape. The earliest recorded landing is that of a party sent ashore by William Dampier in 1688, but the island remained little known, and was seldom visited, until the latter part of the nineteenth century. The first official attempts at exploration were made by men landed from H.M. ships in 1857 and 1887.

The reports arising from these visits were unpromising, but some of the geological specimens brought back were found to be almost pure samples of phosphate of lime and the British Government was moved to annex the island in June, 1888 placing it under the jurisdiction of the Government of the Straits Settlements. Attempts to work the phosphate deposits were made by various individuals including members of the Clunies-Ross family, who had established themselves on the Cocos Islands, and by 1897 the Christmas Island Phosphate Company had been formed.

Extensive work on the opening up of quarries on the north side, near Flying Fish Cove, began early in 1897. The following year 200 Chinese labourers, the fore-runners of a larger labour force, were brought to the island and in 1900 the first consignment of phosphates was put on board ship by means of lighters, and the island's exports began. In the course of time the deposits on the north of the island became exhausted and a railway was built eleven miles across the central plateau to the extensive beds around South Point. Since 1920 only these beds have been used and the phosphate has been carried across the island to the drying and grading factory at Flying Fish Cove where it is loaded aboard ship by conveyor belt. Production continued steadily except during the Japanese occupation of 1942 to 1945. On the 1st January, 1949 the Christmas Island Phosphate Company's undertaking was purchased by the Governments of Australia and New Zealand on whose behalf the Christmas Island Phosphate Commission was established. In recent years production has been about 350,000 tons annually. The population, entirely depending on the phosphate, was 1,929 in 1954.

HISTORICAL NOTE ON THE COCOS-KEELING ISLANDS

The isolated northern island of the Cocos-Keeling group is traditionally believed to have been discovered by William Keeling, a merchant captain of the East India Company, while homeward bound from Bantam in 1609. The islands remained unowned and uninhabited until Alexander Hare, an English adventurer, and John Clunies-Ross, a Scottish seaman, established small settlements at different points on the main atoll in 1826 and 1827. The two did not see eye to eye and each sought his own champions to support his claim to ownership of the islands. Finally, about 1831, Hare returned to Java leaving Ross and his heirs in sole possession. Official recognition for which Ross had asked was granted in 1857, when Captain Freemantle of H.M.S. *Juno* formally declared the

group to be part of the British Dominions. In 1878 responsibility for their supervision was transferred from the Colonial Office to the Government of Ceylon, and in 1882 to the Government of the Straits Settlements. Finally in 1903 they were officially incorporated in the Settlement of Singapore. In 1954 for the first time in its history the islands were honoured with the presence of the reigning monarch when Her Majesty Queen Elizabeth II paid a visit on her return from Australia during the course of her tour of the Commonwealth.

From the earliest days the economy of the settlement has been based entirely on the coconut palm. Fish are plentiful in the lagoon, but all rice and many other foodstuffs have to be imported and, like clothing and other semi-essentials, paid for from the sale of copra and other coconut products. Although conditions seem to have been hard at first the island was exporting as much as £25,000 worth of copra a year in the eighteen-nineties and supporting a population of 500 to 600 Malays.

Favourable conditions continued until 1909, when the islands were struck by the worst cyclone in their recorded history: about 400,000 coconut palms were uprooted or decapitated and the accompanying tidal wave left only five buildings standing. Five years later they lost their trading schooner, the *Ayesha*. Normal production was eventually resumed and steadily increased but the low price of copra made it impossible to support the growing population which, by 1945, had reached the 1,800 mark. With little likelihood of copra ever reaching a price that could support so many people the fifth owner (John Cecil Clunies-Ross) reversed the policy of his predecessors, and a scheme was devised under which all islanders who wished to do so were assisted to emigrate. Small numbers elected to go to Christmas Island and Singapore, but the majority chose to resettle in North Borneo where employment was found for them. Emigration was completed by 1952 and only some 350 persons decided to remain on the islands.

Though a small cable relay station was established in 1901 and the islands were bombed they were never subjected to Japanese occupation. They are on the route from Australia to Africa and Asia and are still used for telegraph purposes. In 1951 their position in the Indian Ocean was further exploited by the rehabilitation of a wartime airfield now in regular use on the Australia-Africa route. The population has therefore again been increased, this time by Europeans employed on the airfield and in connected services.

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